Capital Regional District

625 Fisgard St.,
Victoria, BC V8W 1R7

Notice of Meeting and Meeting Agenda
Regional Water Supply Commission

Wednesday, January 21, 2026 | **1:30 PM** | **6th Floor Boardroom, 625 Fisgard St., Victoria, BC V8W 1R7**

G. Baird, J. Caradonna, N. Chambers, C. Coleman, Z. de Vries, S. Duncan, C. Graham, S. Gray, C. Green, K. Guiry, S. Hammond, K. Harper, K. Jordison, S. Kim, T. Morrison, K. Pearson, T. Phelps Bondaroff, J. Rogers, C. Stock, M. Wagner, M. Westhaver, A. Wickheim

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. ELECTION OF CHAIR

4. ELECTION OF VICE CHAIR

5. ADOPTION OF MINUTES

5.1. 26-0034 Minutes of the Regional Water Supply Commission Meetings of November 19 and December 17, 2025

Recommendation: That the minutes of the Regional Water Supply Commission meetings of November 19 and December 17, 2025 be adopted as circulated.

Attachments: Minutes - November 19, 2025

Minutes - December 17, 2025

6. CHAIR'S REMARKS

7. PRESENTATIONS/DELEGATIONS

The public are welcome to attend CRD meetings in-person.

Delegations will have the option to participate electronically. Please complete the online application at www.crd.ca/address no later than 4:30 pm two days before the meeting and staff will respond with details.

Alternatively, you may email your comments on an agenda item to the Commission at LegServ@crd.bc.ca.

8. CONSENT AGENDA

8.1. 26-0042 Summary of Recommendations from Other Water Commissions

Recommendation: There is no recommendation. This report is for information only.

Attachments: Summary: WAC - November 25, 2025

8.2. 26-0037 Water Watch Report

Recommendation: There is no recommendation. This report is for information only.

Attachments: Water Watch Report - January 12, 2026

8.3. 26-0060 Monthly Drinking Water Quality Dashboard - December 2025

Recommendation: There is no recommendation. This report is for information only.

Attachments: Monthly Drinking WQ Dashboard - Dec. 2025

8.4. 25-1349 2025 Regional Water Supply Watershed Tours and Classroom Education

Recommendation: There is no recommendation. This report is for information only.

Attachments: Staff Report: 2025 RWS Watershed Tours and Classroom Education

Appendix A: 2025 Spring Public Tour Data

9. COMMISSION BUSINESS

9.1. 26-0030 General Manager's Verbal Update - January

Recommendation: There is no recommendation. This verbal update is for information only.

9.2. 25-0038 Bylaw No. 4658: Regional Water Supply Service Development Cost Charge Bylaw No. 1, 2026

Recommendation: That the Regional Water Supply Commission recommend to the Capital Regional District Board that:
1. Bylaw No. 4658, "Regional Water Supply Service Development Cost Charge Bylaw No. 1, 2026" be introduced and read a first, second and third time; and
(WP - All)
2. Bylaw No. 4658, "Regional Water Supply Service Development Cost Charge Bylaw No. 1, 2026" be submitted to the British Columbia Inspector of Municipalities for Statutory Approval pursuant to the Local Government Act.
(NWA)

Attachments: Staff Report: RWS DCC Bylaw No. 4658

Appendix A: Bylaw No. 4658

Appendix B: RWS DCC Background Report - December 2025

Appendix C: Summary of Previous and Planned Staff Reports

9.3. 25-1350 Leech Restoration Project Closeout Report

Recommendation: There is no recommendation. This report is for information only.

Attachments: Staff Report: Leech Restoration Project Closeout

Appendix A: Staff Report to Commission - April 15, 2009

Appendix B: Leech WSA Photographic Comparison - 2007 and 2023

10. NOTICE(S) OF MOTION

11. NEW BUSINESS

12. ADJOURNMENT

The next meeting is February 18, 2026.

To ensure quorum, please advise Megan MacDonald (mmmacdonald@crd.bc.ca) if you or your alternate cannot attend.

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)

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625 Fisgard St.,
Victoria, BC V8W 1R7

Capital Regional District

Meeting Minutes

Regional Water Supply Commission

Wednesday, November 19, 2025 **1:30 PM** **6th Floor Boardroom**
625 Fisgard St.
Victoria, BC V8W 1R7

PRESENT:
Commissioners: G. Baird (Chair), K. Harper (Vice Chair), J. Caradonna, N. Chambers, C. Coleman, Z. de Vries, S. Duncan (EP), C. Graham (1:33) (EP), S. Gray, C. Green (1:35), K. Guiry, S. Hammond (EP), K. Jordison (1:35) (EP), S. Kim, T. Morrison, K. Pearson (1:48 pm) (EP), T. Phelps Bondaroff (EP), J. Rogers (EP), M. Wagner, S. Brice (on behalf of M. Westhaver), A. Wickheim (EP)

STAFF: T. Robbins, Chief Administrative Officer; A. Fraser, General Manager, Infrastructure and Water Services; G. Harris, General Manager, Parks Recreation and Environmental Services; S. Irg, Senior Manager, Water Infrastructure Operations; J. Marr, Senior Manager, Infrastructure Planning and Engineering; S. Mason, Manager, Water Supply Engineering and Planning; P. Stephens, Project Engineer, Water Supply Engineering and Planning; M. Lagoa, Deputy Corporate Officer; M. MacDonald, Legislative Services Coordinator (Recorder)

EP - Electronic Participation

Guests: S. Heffernan, Urban Systems

Regrets: Commissioners C. Stock, M. Westhaver

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

1. TERRITORIAL ACKNOWLEDGEMENT

Chair Baird provided a Territorial Acknowledgement.

2. APPROVAL OF THE AGENDA

MOVED by Commissioner Guiry, SECONDED by Commissioner Coleman,
That the agenda for the Regional Water Supply Commission meeting of November 19, 2025 be approved.
CARRIED

3. ADOPTION OF MINUTES

3.1. 25-1223 Minutes of the Regional Water Supply Commission Meeting of October 15, 2025

MOVED by Commissioner Chambers, SECONDED by Commissioner Wagner,
That the minutes of the Regional Water Supply Commission meeting of October 15, 2025 be adopted as circulated.
CARRIED

4. CHAIR'S REMARKS

There were no Chair's remarks.

Commissioner Green joined the meeting in person and K. Jordison joined the meeting electronically at 1:35 pm.

5. PRESENTATIONS/DELEGATIONS

5.1. PRESENTATIONS

There were no presentations.

5.2. DELEGATIONS

MOVED by Commissioner Harper, SECONDED by Commissioner Chambers,
That a late delegation, M. Najari, be permitted to speak to Items 7.3. and 7.4.
CARRIED

5.2.1. Delegation - Mehdi Najari; Resident of Saanich: Re: Agenda Items 7.3 Proposed Regional Water Supply Service Development Cost Charge Bylaw - Engagement Summary Vol. 3 and 7.4. Proposed Regional Water Supply Service Development Cost Charge Program and Bylaw - Update and Next Steps

M. Najari spoke to Items 7.3. and 7.4.

6. CONSENT AGENDA

MOVED by Commissioner Coleman, SECONDED by Commissioner Green,
That consent agenda Items 6.1. and 6.2. be approved.
CARRIED

6.1. 25-1224 Summary of Recommendations from Other Water Commissions

This report was received for information.

6.2. 25-1214 Water Watch Report

This report was received for information.

7. COMMISSION BUSINESS

7.1. 25-1185 General Manager's Verbal Update - November

A. Fraser presented Item 7.1. for information and noted the following:
- water quality dashboard included as a new tool for the commission
- the water reservoir has started to fill, although later than in previous years

7.2. 25-1165 Monthly Drinking Water Quality Dashboard

G. Harris presented Item 7.2. for information.

Commissioner Pearson joined the meeting electronically at 1:48 pm.

Discussion ensued regarding:
- monthly update reports to be included on consent agenda
- preference for long term turbidity trend line in future
- ensuring public awareness and providing clear data

MOVED by Commissioner Coleman, SECONDED by Commissioner Chambers,
That the Regional Water Supply Commission receive this report for information and endorse the monthly presentation of the Drinking Water Quality Dashboard.
CARRIED

7.3. 25-1216 Proposed Regional Water Supply Service Development Cost Charge Bylaw - Engagement Summary Vol. 3

J. Marr presented Item 7.3. for information.

Discussion ensued regarding:
- staff holding information sessions at the municipal level would be beneficial
- public engagement and consultation best practices have been followed
- changes to the DCC program may require additional consultation
- discussions about a DCC program started nearly twenty years ago

7.4. 25-1218 Proposed Regional Water Supply Service Development Cost Charge Program and Bylaw - Update and Next Steps

J. Marr presented Item 7.4.

Discussion ensued regarding:
- Municipal Assist Factor (MAF) amounts vary greatly across the Province
- administrative complexity prevents a phased implementation approach
- opportunities may exist to lower the DCC cost for some projects in future
- a bylaw will be brought forward for consultation and First Nations feedback
- the proposed model is the most equitable solution
- MAF is a tool that can be updated as needed

MOVED by Commissioner Caradonna, SECONDED by Commissioner Wagner,
That the Regional Water Supply Commission direct Capital Regional District (CRD) staff to prepare a draft Regional Water Supply Development Cost Charge (DCC) Bylaw for consideration at a future Commission meeting, and that the bylaw include a Municipal Assist Factor (MAF) of one percent.
CARRIED
Opposed: Baird, Colman, de Vries, Green, Guiry, Jordison, Pearson

8. NOTICE(S) OF MOTION

There were no notice(s) of motion.

9. NEW BUSINESS

There was no new business.

10. ADJOURNMENT

MOVED by Commissioner Green, SECONDED by Commissioner Kim,
That the Regional Water Supply Commission meeting of November 19, 2025 be adjourned at 3:09 pm.
CARRIED

_____
Chair

_____
Recorder

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625 Fisgard St.,
Victoria, BC V8W 1R7

Capital Regional District

Meeting Minutes

Regional Water Supply Commission

Wednesday, December 17, 2025 **1:30 PM** **6th Floor Boardroom**
625 Fisgard St.
Victoria, BC V8W 1R7

Special Meeting

PRESENT:
Commissioners: G. Baird (Chair), K. Harper (Vice Chair) (EP), J. Caradonna, C. Coleman, Z. de Vries, S. Duncan (EP), C. Graham (EP), S. Gray (EP), C. Green, K. Guiry, K. Loughton (EP) (on behalf of S. Hammond), K. Jordison (EP), S. Kim, T. Morrison (EP), T. Phelps Bondaroff (EP), C. Stock, M. Wagner, M. Westhaver (EP)

STAFF: T. Robbins, Chief Administrative Officer; A. Fraser, General Manager, Infrastructure and Water Services; A. Constabel, Senior Manager, Watershed Protection; S. Irg, Senior Manager, Water Infrastructure Operations; J. Marr, Senior Manager, Infrastructure Planning and Engineering; C. Vernon, Manager, First Nations Relations; M. Lagoa, Deputy Corporate Officer; M. MacDonald, Legislative Services Coordinator (Recorder)

EP - Electronic Participation

Regrets: Commissioners N. Chambers, S. Hammond, K. Pearson, J. Rogers, A. Wickheim

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

1. TERRITORIAL ACKNOWLEDGEMENT

Chair Baird provided a Territorial Acknowledgement.

2. APPROVAL OF THE AGENDA

MOVED by Commissioner Coleman, SECONDED by Commissioner Wagner,
That the agenda for the Special Regional Water Supply Commission meeting of December 17, 2025 be approved.
CARRIED

3. PRESENTATIONS/DELEGATIONS

3.1. PRESENTATIONS

There were no presentations.

3.2. DELEGATIONS

3.2.1. 26-0008 Delegation - Mehdi Najari; Resident of Saanich: Re: Agenda Item 5.1. 2025 Regional Water Supply Strategic Plan - Final

M. Najari spoke to Item 5.1.

4. MOTION TO CLOSE THE MEETING

4.1. 25-1345 Motion to Close the Meeting

MOVED by Commissioner Green, SECONDED by Commissioner Guiry,
That the meeting be closed for intergovernmental negotiations in accordance with Section 90(2)(b) of the Community Charter. [1 item]
CARRIED

The meeting recessed at 1:39 pm to convene the Closed Session of the Regional Water supply Commission.

The meeting reconvened at 2:59 pm.

5. SPECIAL MEETING MATTERS

5.1. 25-1340 2025 Regional Water Supply Strategic Plan - Final

A. Fraser presented Item 5.1.

MOVED by Commissioner Stock, SECONDED by Commissioner Caradonna,
That the Regional Water Supply Commission:
1. Approve the 2025 Regional Water Supply Strategic Plan as presented and direct staff to move forward with the actions identified; and
2. Direct staff to forward the 2025 Regional Water Supply Strategic Plan to the Capital Regional District Board for information and make the Plan available for public distribution.

Discussion ensued regarding the thorough consultation which has taken place.

MOVED by Commissioner Caradona, SECONDED by Commissioner Loughton,
The Motion be amended by adding the word "Provisionally" following "1." and before "Approve"; and by removing the words "and direct staff to move forward with the actions identified."

T. Robbins stated the amendment proposes a fundamental change to the motion.

The Chair ruled the motion out of order.

Commissioner Caradonna challenged the Chair.

Chair Baird called for a vote on whether the Chair shall be sustained.
SUSTAINED
Opposed: Caradona, Gray, Loughton and Kim

The amendment was considered to be out of order and removed from the floor.

MOVED by Commissioner Caradonna, SECONDED by Commissioner Loughton,
That consideration of the 2025 Regional Water Strategic Plan be postponed until the Regional Water Supply Commission meeting of April 1, 2026 to allow time for further engagement with First Nations.

Discussion:
- sufficient time is needed for meaningful engagement
- priorities and actions are on hold until the plan is approved
- the strategic plan is a living document

The question was called on the motion to postpone:
That consideration of the 2025 Regional Water Strategic Plan be postponed until the Regional Water Supply Commission meeting of April 1, 2026 to allow time for further engagement with First Nations.
DEFEATED
Opposed: Baird, Coleman, de Vries, Duncan, Graham, Gray, Green, Guiry, Harper, Jordison, Kim, Phelps Bondaroff, Stock, Wagner, Westhaver

MOVED by Commissioner Jordison, SECONDED by Commissioner Gray,
That the main motion be amended to add the words ", which has been developed in consideration with a commitment to ongoing engagement and responsiveness to future input," after the words "2025 Regional Water Supply Strategic Plan" and before the words "as presented".
CARRIED

The question was called on the main motion as amended:
That the Regional Water Supply Commission:
1. Approve the 2025 Regional Water Supply Strategic Plan, which has been developed in consideration with a commitment to ongoing engagement and responsiveness to future input, as presented and direct staff to move forward with the actions identified; and
CARRIED
Opposed: Gray, Kim, Loughton

2. Direct staff to forward the 2025 Regional Water Supply Strategic Plan to the Capital Regional District Board for information and make the Plan available for public distribution.
CARRIED

6. ADJOURNMENT

MOVED by Commissioner Coleman, SECONDED by Commissioner Stock,
That the Special Regional Water Supply Commission Meeting of December 17, 2025 be adjourned at 3:37 pm.
CARRIED

_____
Chair

_____
Recorder

HOTSHEET AND ACTION LIST

Water Advisory Committee

The following is a quick snapshot of the FINAL decisions made at the meeting. The minutes will represent the official record of the meeting. A name has been identified beside each item for further action and follow-up.

Tuesday, November 25, 2025 **12:00 PM** **Goldstream Meeting Room**
479 Island Hwy
Victoria BC V9B 1H7

6. Committee Business

6.1. **25-1185** General Manager's Verbal Update – November A. Fraser

Recommendation: There is no recommendation. This verbal update is for information only.

6.2. **25-0903** Master Plan Implementation Framework A. Fraser

Recommendation: [At the Regional Water Supply Commission meeting of September 17, 2025, the Commission approved the following motion:
That the Regional Water Supply Commission directs staff to proceed with the Master Plan Implementation Project using the 5 Guiding Principles as shown on the draft Tabletop Document.]
There is no recommendation. This report is for information only.

6.3. ***25-1245*** *2026-2035 Water Conservation Plan for Greater Victoria* A. Fraser

Recommendation: There is no recommendation. This report is for information only.

6.4. ***25-0901*** *Research Partnerships and Projects in the Greater Victoria Water Supply Area* A. Fraser

Recommendation: There is no recommendation. This presentation is for information only.

File No. 902-03

CAPITAL REGIONAL DISTRICT - INTEGRATED WATER SERVICES

Water Watch

Issued January 12, 2026

Water Supply System Summary:

1. Useable Volume in Storage:

Reservoir	January 31 5 Year Ave		January 31/25		January 11/26		% Existing Full Storage
	ML	MIG	ML	MIG	ML	MIG	
Sooke	90,043	19,809	87,340	19,215	88,938	19,566	95.9%
Goldstream	9,652	2,123	9,824	2,161	9,907	2,180	99.9%
Total	99,695	21,933	97,164	21,376	98,845	21,746	96.3%

2. Average Daily Demand:

For the month of January	104.3 MLD	22.9 MIGD
For week ending January 11, 2026	105.5 MLD	23.2 MIGD
Max. day January 2026, to date:	110.1 MLD	24.2 MIGD

3. Average 5 Year Daily Demand for January

Average (2021 - 2025)	104.7 MLD [1]	23.0 MIGD [2]

[1]MLD = Million Litres Per Day [2]MIGD = Million Imperial Gallons Per Day

4. Rainfall January:

Average (1914 - 2025):	268.7 mm
Actual Rainfall to Date	151.8 mm (57% of monthly average)

5. Rainfall: Sep 1- Jan 11

Average (1914 - 2025):	891.1 mm
2025/2026	1,032.4 mm (116% of average)

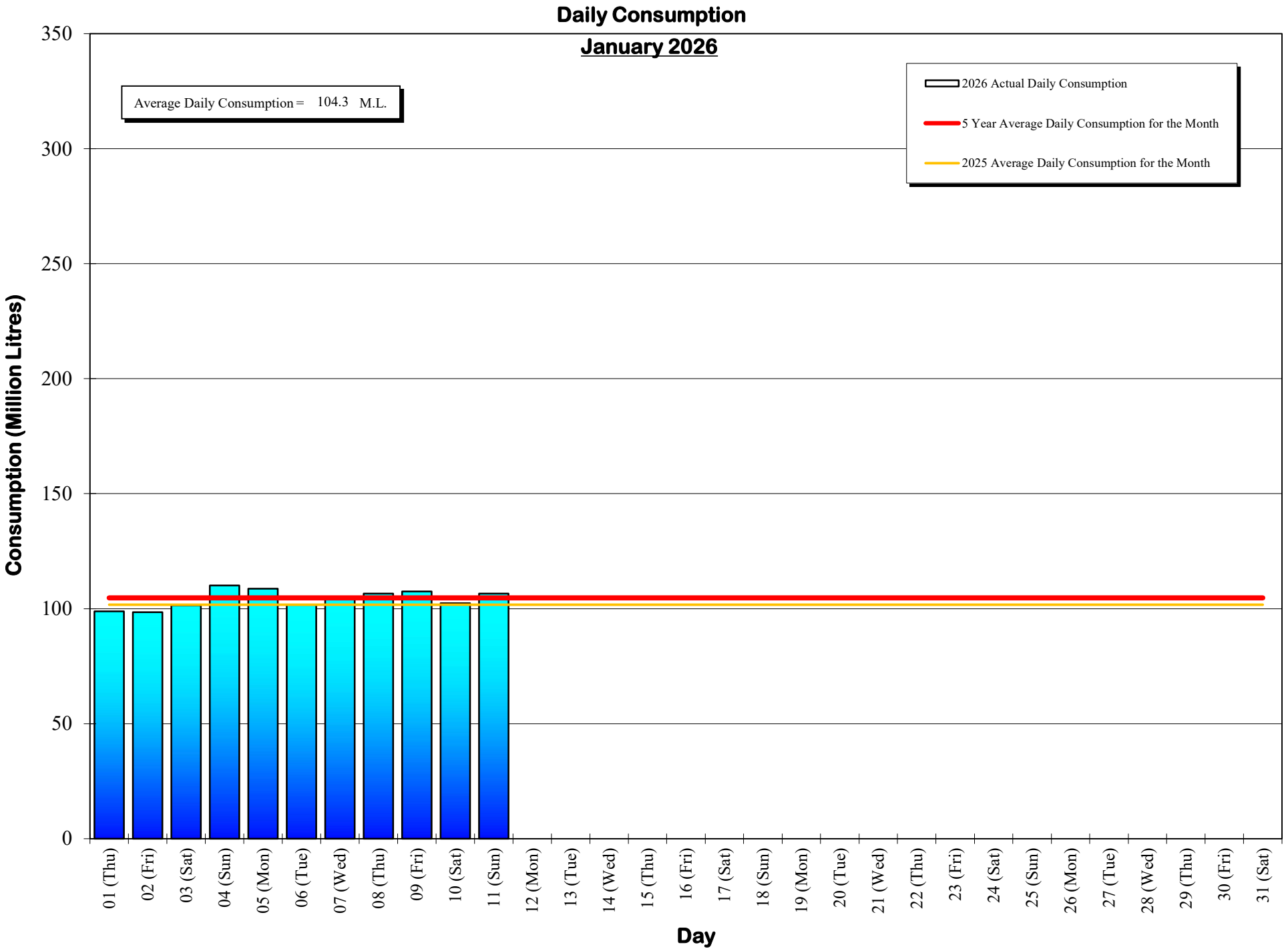
6. Water Conservation Required Action:

To avoid possible leaks this spring, now is the time to winterize your sprinkler system.
Visit our website at www.crd.bc.ca/water for more information.

If you require further information, please contact:

Alicia Fraser, P. Eng.
General Manager, CRD - Integrated Water Services
or
Glenn Harris, Ph D., RPBio
Senior Manager - Environmental Protection

Capital Regional District Integrated Water Services
479 Island Highway
Victoria, BC V9B 1H7
(250) 474-9600


Daily Consumption
January 2026
Average Daily Consumption = 104.3 M.L.
2026 Actual Daily Consumption
5 Year Average Daily Consumption for the Month
2025 Average Daily Consumption for the Month
Consumption (Million Litres)
350
300
250
200
150
100
50
0
01 (Thu)
02 (Fri)
03 (Sat)
04 (Sun)
05 (Mon)
06 (Tue)
07 (Wed)
08 (Thu)
09 (Fri)
10 (Sat)
11 (Sun)
12 (Mon)
13 (Tue)
14 (Wed)
15 (Thu)
16 (Fri)
17 (Sat)
18 (Sun)
19 (Mon)
20 (Tue)
21 (Wed)
22 (Thu)
23 (Fri)
24 (Sat)
25 (Sun)
26 (Mon)
27 (Tue)
28 (Wed)
29 (Thu)
30 (Fri)
31 (Sat)
Day

Daily Consumptions: - January 2026

Date	Total Consumption (ML) [1]		Total Consumption (MIG) [2]	Air Temperature @ Japan Gulch High (°C)	Air Temperature @ Japan Gulch Low (°C)	Weather Conditions	Precipitation @ Sooke Res.: 12:00am to 12:00am Rainfall (mm)	Precipitation @ Sooke Res.: 12:00am to 12:00am Snowfall [2] (mm)	Precipitation @ Sooke Res.: 12:00am to 12:00am Total Precip.
01 (Thu)	98.8		21.7	5	0	Cloudy / Fog	0.0	0.0	0.0
02 (Fri)	98.5	<=Min	21.7	6	3	Cloudy / Fog / Showers	2.0	0.0	2.0
03 (Sat)	101.4		22.3	8	5	Cloudy / Fog / Showers	12.3	0.0	12.3
04 (Sun)	110.1	<=Max	24.2	7	4	Cloudy / Showers	5.9	0.0	5.9
05 (Mon)	108.7		23.9	5	1	Cloudy / P. Sunny / Showers	1.8	0.0	1.8
06 (Tue)	101.6		22.3	6	1	Cloudy / P. Sunny / Rain	43.5	0.0	43.5
07 (Wed)	105.2		23.1	3	1	Cloudy / Rain	19.2	2.0	19.4
08 (Thu)	106.5		23.4	5	1	Cloudy / P. Sunny / Showers	0.9	0.0	0.9
09 (Fri)	107.5		23.7	7	4	Cloudy / Showers	1.0	0.0	1.0
10 (Sat)	102.4		22.5	7	4	Cloudy / Fog / Showers	13.0	0.0	13.0
11 (Sun)	106.5		23.4	8	6	Cloudy / Fog / Rain	52.0	0.0	52.0
12 (Mon)									
13 (Tue)									
14 (Wed)									
15 (Thu)									
16 (Fri)									
17 (Sat)									
18 (Sun)									
19 (Mon)									
20 (Tue)									
21 (Wed)									
22 (Thu)									
23 (Fri)									
24 (Sat)									
25 (Sun)									
26 (Mon)									
27 (Tue)									
28 (Wed)									
29 (Thu)									
30 (Fri)									
31 (Sat)									
TOTAL	1147.2	ML	252.37 MIG				151.6	2	151.8
MAX	110.1		24.22	8	6		52.0	2	52.0
AVG	104.3		22.94	6.0	2.6		13.8	0	13.8
MIN	98.5		21.67	3	0		0.0	0	0.0

1. ML = Million Litres

2. 10% of snow depth applied to rainfall figures for snow to water equivalent.

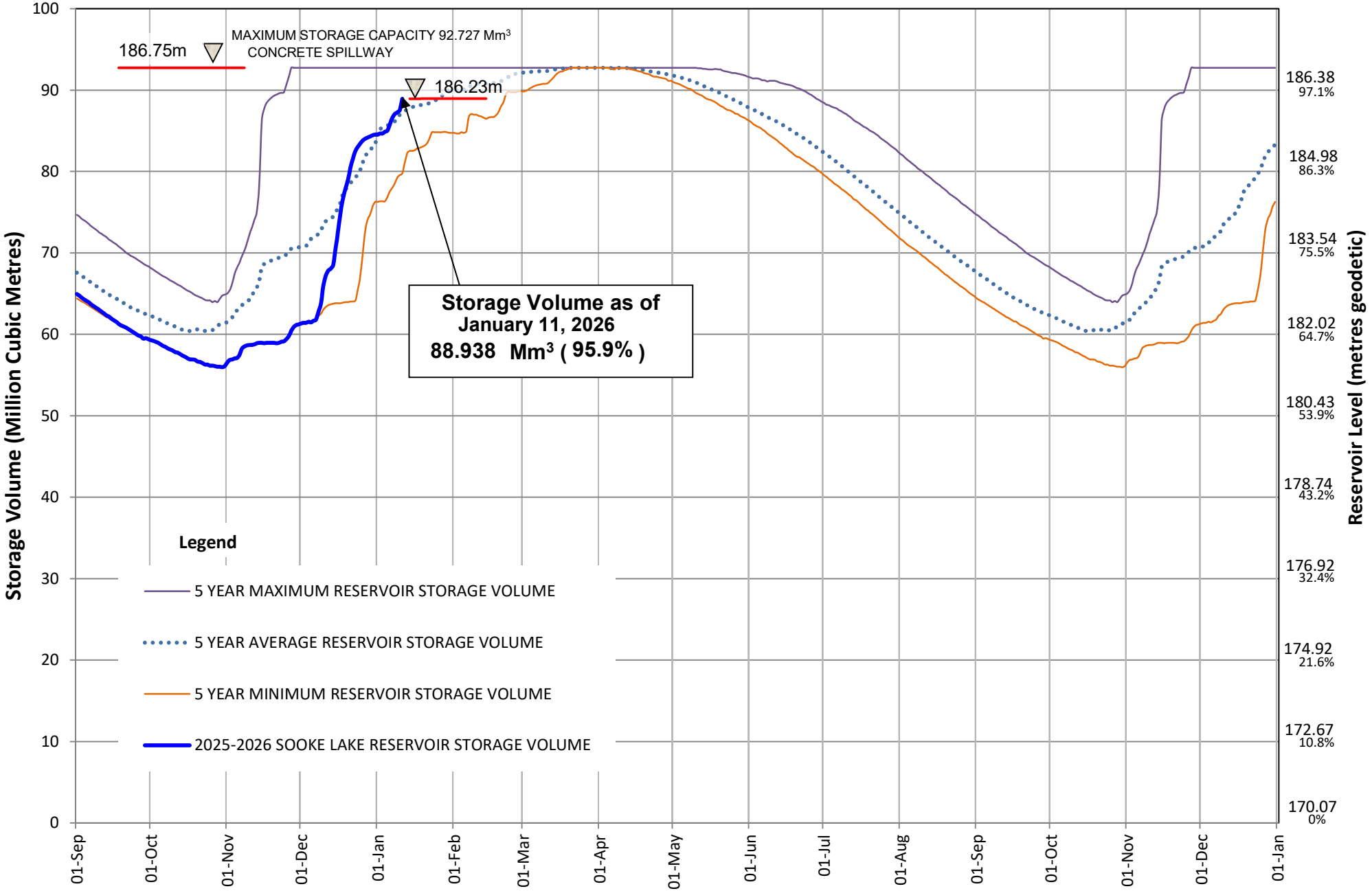
Average Rainfall for January (1914-2025)	268.7	mm
Actual Rainfall: January	151.8	mm
% of Average	57%	
Average Rainfall (1914-2025): Sept 01 - Jan 11	891.1	mm
Actual Rainfall (2025/26): Sept 01 - Jan 11	1,032.4	mm
% of Average	116%	

Number days with precip. 0.2 or more
10

Water spilled at Sooke Reservoir to date (since Sept. 1) =

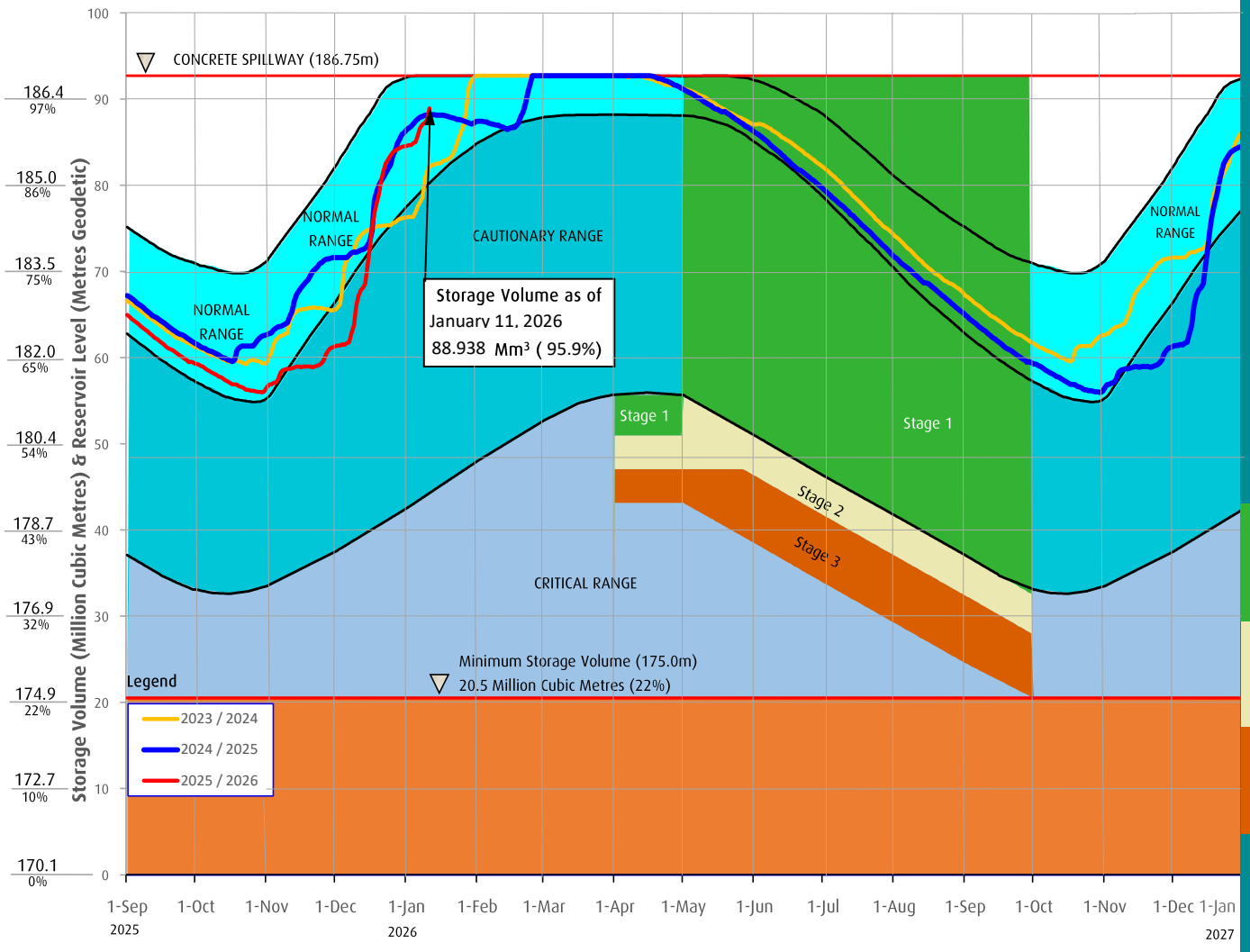
0.00	Billion Imperial Gallons
0.00	Billion Litres

SOOKE LAKE RESERVOIR STORAGE SUMMARY
2025 / 2026



Sooke Lake Reservoir Storage Level

Water Supply Management Plan



FAQs

How are water restriction stages determined?

Several factors are considered when determining water use restriction stages, including,

1. Time of year and typical seasonal water demand trends;
2. Precipitation and temperature conditions and forecasts;
3. Storage levels and storage volumes of water reservoirs (Sooke Lake Reservoir and the Goldstream Reservoirs) and draw down rates;
4. Stream flows and inflows into Sooke Lake Reservoir;
5. Water usage, recent consumption and trends; and customer compliance with restriction;
6. Water supply system performance.

The Regional Water Supply Commission will consider the above factors in making a determination to implement stage 2 or 3 restrictions, under the Water Conservation Bylaw.

At any time of the year and regardless of the water use restriction storage, customers are encouraged to limit discretionary water use in order to maximize the amount of water in the Regional Water Supply System Reservoirs available for nondiscretionary potable water use.

Stage 1 is normally initiated every year from May 1 to September 30 to manage outdoor use during the summer months. During this time, lawn watering is permitted twice a week at different times for even and odd numbered addresses.

Stage 2 Is initiated when it is determined that there is an acute water supply shortage. During this time, lawn water is permitted once a week at different times for even and odd numbered addresses.

Stage 3 Is initiated when it is determined that there is a severe water supply shortage. During this time, lawn watering is not permitted. Other outdoor water use activities are restricted as well.

For more information, visit www.crd.bc.ca/drinkingwater

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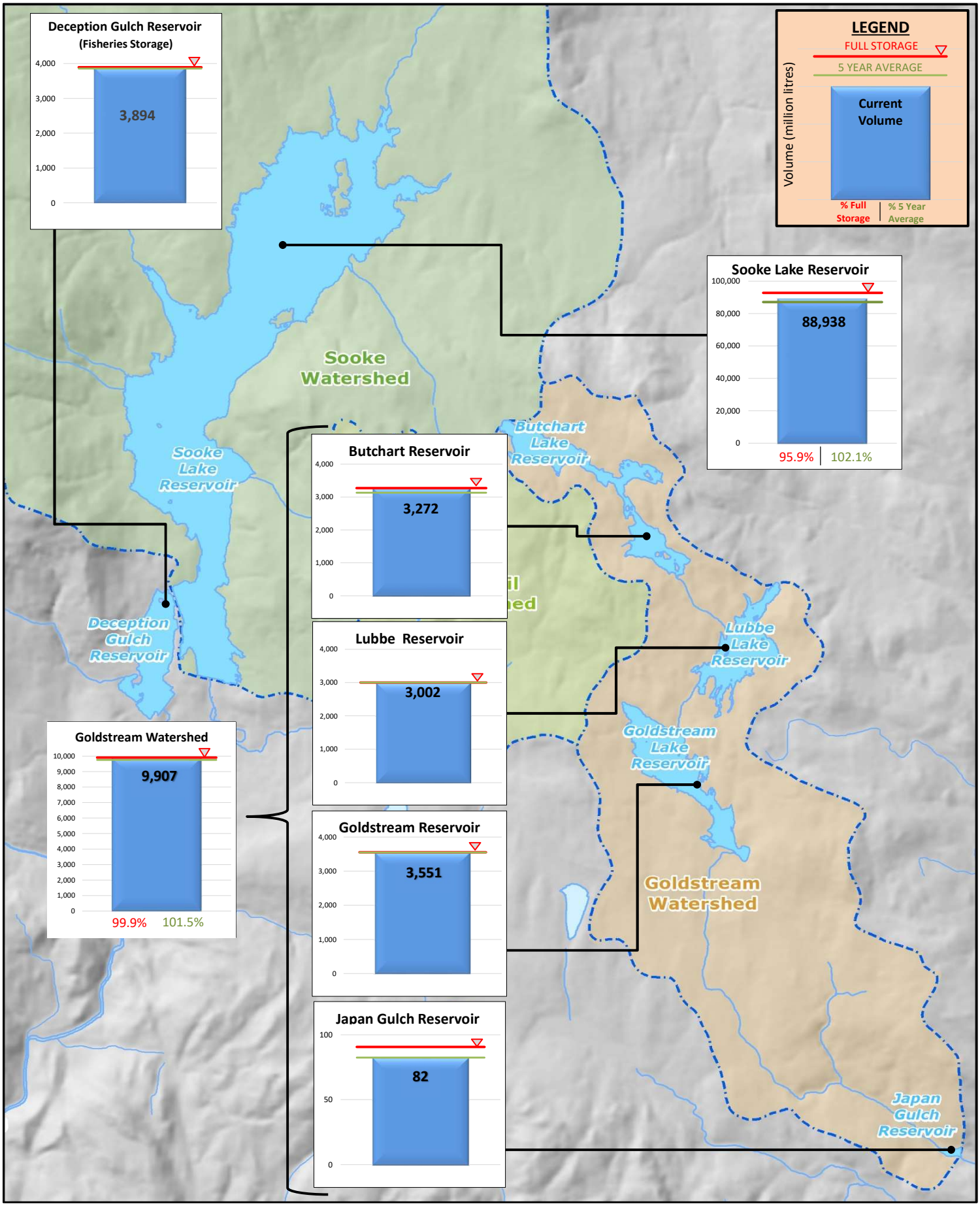
Useable Reservoir Volumes in Storage for January 11, 2026



Monthly Drinking Water Quality Dashboard

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Water Quality Operations

Capital Regional District | December 2025

1. **Treated Water** | Monthly Compliance

The following table summarizes the main regulatory parameters across the various transmission and distribution systems in the Greater Victoria Drinking Water System (GVDWS). Drinking water systems in British Columbia are required to comply with the BC Drinking Water Protection Regulation and are expected to operate in accordance with recognized industry standards.

Monthly Water Quality Compliance Results by Municipality								
Municipality	**Required Samples**	**Actual Samples Collected**	**Percent Total Coliform Samples >1 CFU/100 ml**	**Total Coliform Samples >10 CFU/100 ml**	**E.coli Samples >1 CFU/ 100 mL**	**Turbidity Samples >1 NTU**	**Chlorine Residual Median mg/L**	**Water Temp. Median ºC**
Central Saanich	17	22	0	0	0	2	1.60	10.2
Saanich	94	96	0	0	0	0	1.54	10.1
North Saanich	13	18	0	0	0	0	1.36	10.5
Victoria / Esquimalt	93	96	0	0	0	0	1.62	10.1
Oak Bay	20	22	0	0	0	0	1.62	10.4
Sidney	14	16	0	0	0	0	1.52	10.3
Sooke/East Sooke	17	26	0	0	0	0	0.82	9.6
Westshore/ View Royal	82	85	0	0	0	0	1.49	9.9
Transmission Mains	n/a	65	0	0	0	0	1.81	10.3
Transmission Reservoirs	n/a	18	0	0	0	0	1.63	9.3
Total	**350**	**464**	**0**	**0**	**0**	**2**	**1.57**	**10.2**

GREEN – Compliance with industry and/or health standards

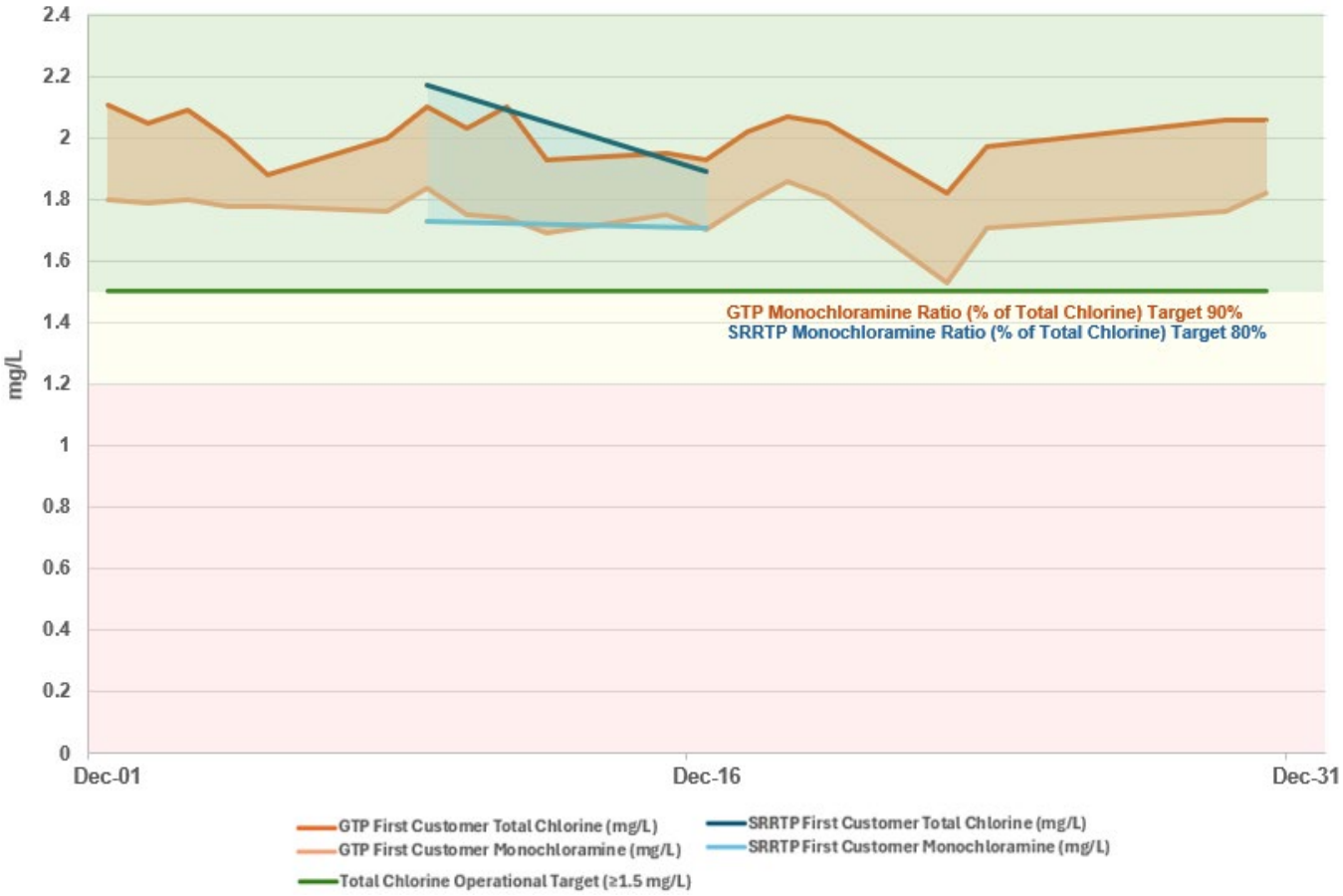
YELLOW – Exceedance of operational and/or asthetic objectives

RED – Exceedance of industry and/or health standards

In December 2025, all GVDWS systems met provincial requirements and industry standards with overall excellent drinking water quality throughout. Two minor exceedances of the operational turbidity target in the Central Saanich distribution system occurred due to sediment accumulation at a system dead-end pipe section. This was reported to the municipality and subsequently addressed by their staff through spot-flushing.

2. **Treated Water** | First Customer Goldstream Treatment Plant (GTP) and First Customer Sooke River Road Treatment Plant (SRRTP), Total Chlorine and Monochloramine

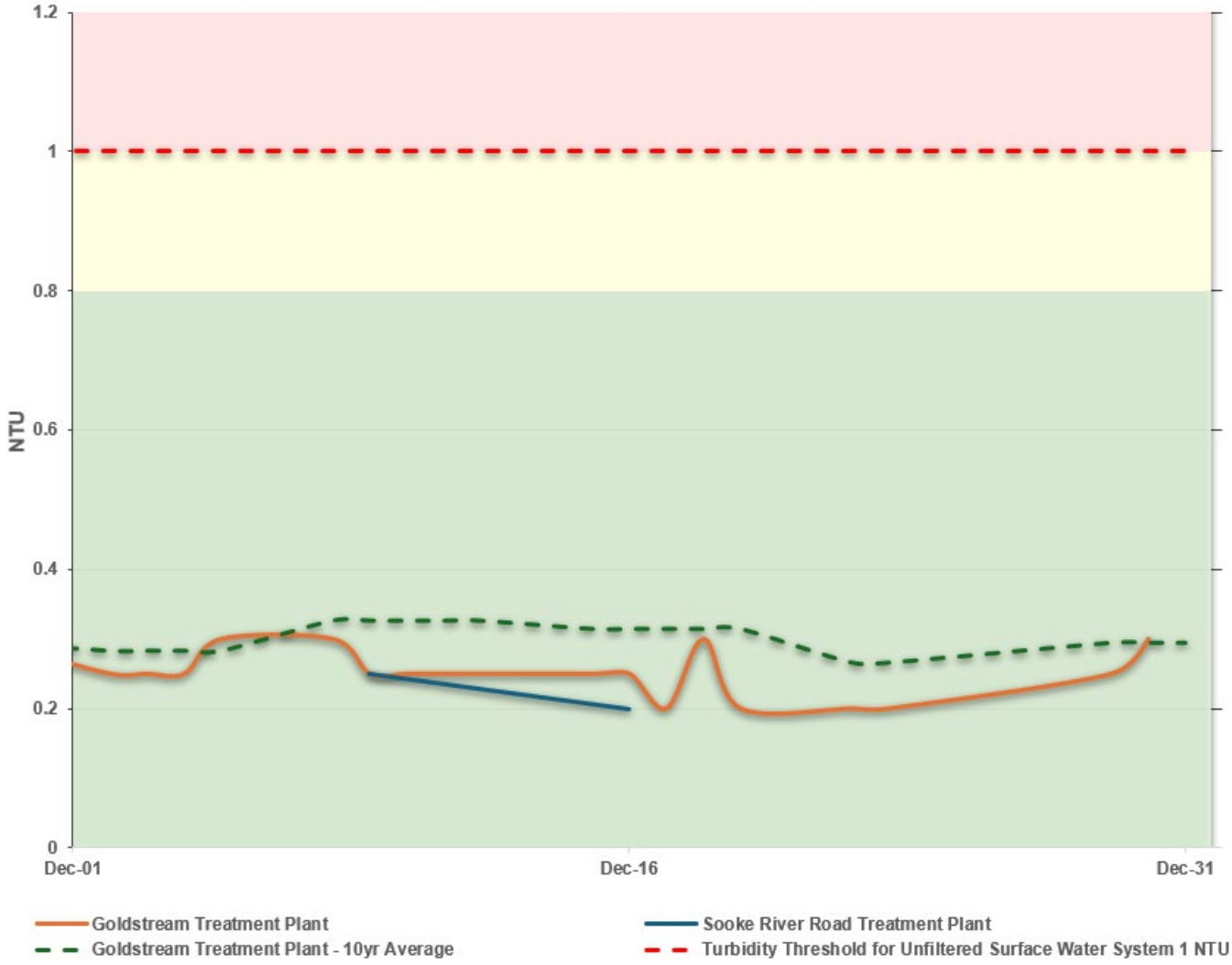
The following graph shows the daily measured total chlorine and monochloramine concentrations at the first treated water sampling stations downstream of the two CRD water treatment plants.



In December 2025, both plants met the target total chlorine concentration of 1.5 mg/L. However, each facility fell slightly short of its monochloramine target (SRRTP 80%, GTP 90%), which affected the chemical stability and longevity of the chloramines providing the secondary disinfection in the distribution systems. As a result, some remote areas of the system experienced lower chlorine residuals. Staff are working to improve this.

3. Raw Water Turbidity | Goldstream Treatment Plant and Sooke River Road Treatment Plant

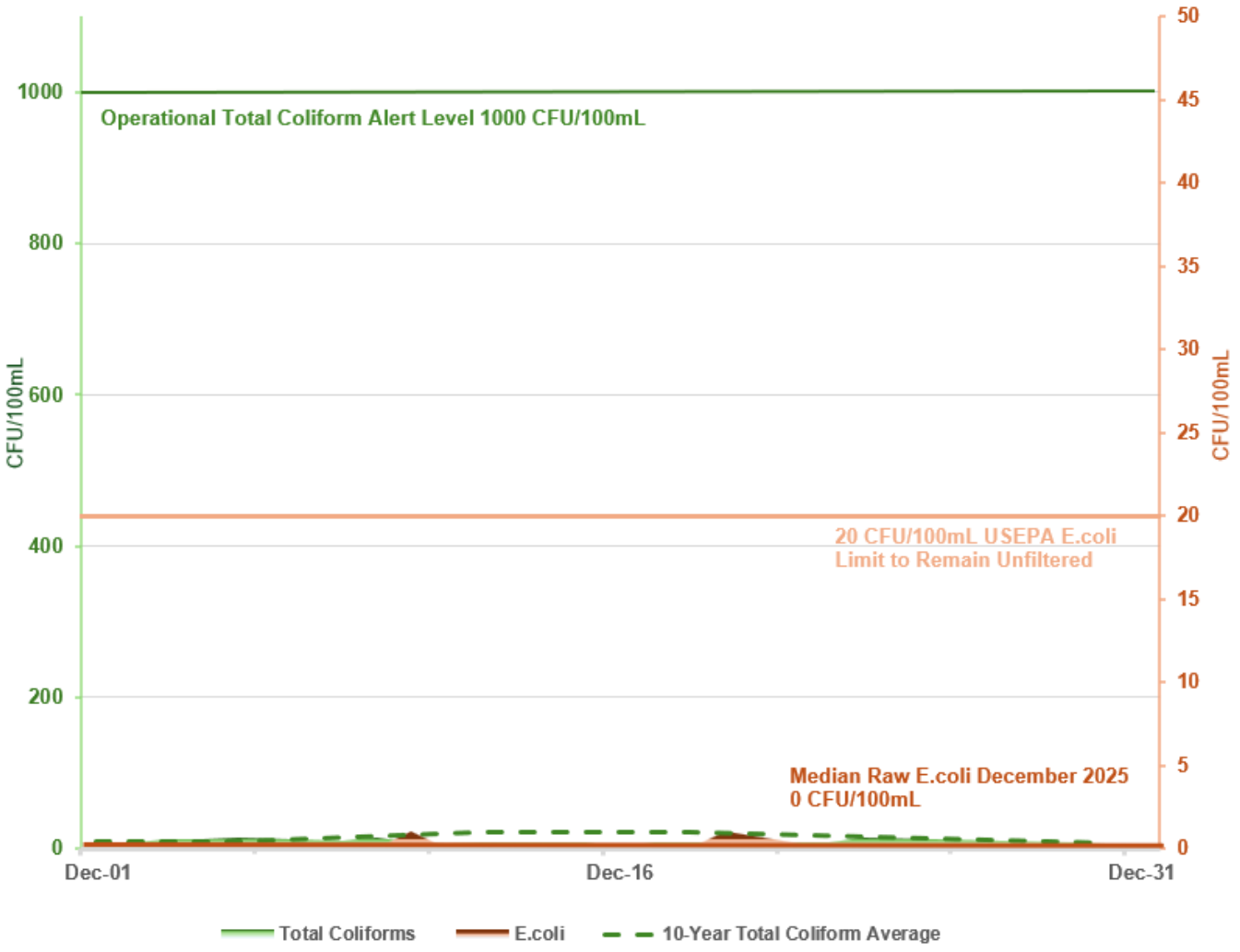
The following graph shows the raw water turbidity measured at both water treatment plants.



The GVDWS, an unfiltered surface water system, must consistently achieve turbidity levels under 1 NTU to meet regulatory standards. Despite heavy rainfall and rapid reservoir recharge, the turbidity levels in December 2025 at both plants were consistently low and well within compliance.

4. **Raw Water Biological Parameters |** Total Coliforms and E. coli at Goldstream Treatment Plant

The following depicts the concentrations of key bacteria in the raw water.



Reflecting typical seasonal patterns, the total coliform and E. coli concentrations were higher in December than in previous months in response to rain-driven reservoir inflow and rapid reservoir recharge. However, the concentrations remained consistent with or below the long-term average, and well below the USEPA limit for unfiltered surface water systems.

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REPORT TO REGIONAL WATER SUPPLY COMMISSION
MEETING OF JANUARY 21, 2026

SUBJECT **2025 Regional Water Supply Watershed Tours and Classroom Education**

ISSUE SUMMARY

To inform the Regional Water Supply Commission about the outcomes of the 2025 public tours and classroom education programs for the Greater Victoria Water Supply Area (GVWSA) and water supply system, and to outline plans for 2026.

BACKGROUND

For the past 36 years, Infrastructure and Water Services (IWS) has provided public tours of the GVWSA and Regional Water Supply System to promote transparency, build trust in regional drinking water, and instill confidence in its management. School tours were offered for 11 years, with a shift in 2024 to in-class programs on watershed and water conservation. Technical tours are provided to post-secondary institutions, professional associations and partner agencies on request and based on staff availability.

2025 Public Tours

Public tours provided participants with an opportunity to gain a better understanding of:

- where Greater Victoria's drinking water comes from;
- the high quality of water in source reservoirs;
- the water supply area and drinking water infrastructure;
- the care taken to safeguard the drinking water resource;
- plans for adapting to climate change and population growth;
- how source water is disinfected; and,
- the value of water conservation and water pricing.

The tours also provided an opportunity to share information and address questions about the 2022 Regional Water Supply Master Plan, amendments to the water conservation bylaw, and forest thinning practices that aim to promote a more resilient, fire-resistant forest.

Public tours ran four days a week (Thursday through Sunday) for nine weeks during May and June for a total of 30 tours. The five-and-a-half-hour tour traced the journey of water from source to distribution, with stops at key sites including the north basin of Sooke Lake Reservoir, a forest thinning site, Rithet Creek, a forest trail, Sooke Dam, and the Goldstream Water Treatment Facility where participants could view the ultraviolet disinfection pipe gallery.

2025 Classroom Education

In 2025, the additional effort on elementary school classroom education that began in 2024 was continued with 940 participants in 39 classrooms receiving programming. The 45-minute presentation utilizes a variety of education tools such as Capital Regional District (CRD) watershed videos, a watershed model demonstration, 'A Drop In the Bucket' demonstration and a watershed map (with schools labelled). All participants also receive a CRD 'Every Drop Counts' educational activity sheet.

The focus of the education is on:

- location of Greater Victoria's drinking water supply;
- high quality of source water due to watershed protection measures;
- treatment and transmission of drinking water supply;
- the value of water as a resource for all living things;
- interconnections between water, people, and the environment; and,
- how to conserve drinking water and prevent watershed pollution.

Additionally, a loan program allows the watershed models and the "Every Drop Counts" kits to reach an additional nine schools and approximately 396 participants.

Participation

The following table compares tour attendance over the past seven years. There were 871 participants on the 2025 public tours and 940 participants in classroom education. On average, tours were 69% full (13 available seats per tour on average) and no-shows on the day of the tour remained an issue (in 2025 there were an average of 5.5 no-shows per tour). See Appendix A for details.

Year	School Tours/ Classes	School Participants	Public Tours	Public Tour Participants	Participants per Public Tour	Total Events (Tour & Classroom	Total Participants
2017	13	390	18	490	27	**31**	**880**
2018	18	426	16	547	34	**34**	**973**
2019	26	770	16	584	37	**42**	**1,354**
2021*	18	467	0	0	n/a	**18**	**467**
2022	23	641	16	467	29	**39**	**1,108**
2023	22	627	16	583	36	**38**	**1,210**
2024	40	908	32	1,006	31	**72**	**1,914**
2025	**39**	**940**	**30**	**871**	**29**	**69**	**1,811**

* Due to Covid, no tours were offered in 2020 and only school tours in 2021

Participant Feedback

A total of 561 individuals, representing 64% of public tour participants, completed a feedback survey. Of those respondents, 86% were attending a tour for the first time. As in previous years, the tours were very well received, with 91% rating their experience as "excellent." Participants most appreciated the quality of information and interpretation provided, the opportunity to see where their water comes from, the natural setting and wildlife viewing opportunities, learning about forest management and wildfire mitigation, the Goldstream Water Treatment Facility, and the overall comfort and quality of the tour.

Most respondents felt there was no need for improvement; however, a few suggested adding more walking or shortening the tour duration. Some expressed interest in receiving the presentation poster boards as handouts or in digital format, while a handful noted challenges in locating the tour meeting point.

Overall, feedback from the 2025 public tours was overwhelmingly positive and reinforces the public's strong appreciation for the opportunity to visit and learn about the watershed and water supply system.

In addition, the tours served as a visible demonstration of CRD's corporate priorities in action, including:

- **Climate Action:** The tours incorporated sustainable practices, including the use of an electric escort vehicle, brochures printed on recycled paper, the distribution of reusable non-plastic water bottles, and a "pack-in, pack-out" approach to waste management.

- **Reconciliation:** Each tour began with a territorial acknowledgment recognizing and highlighting that a number of First Nations have long standing relationships with the lands and waters of the GVWSA, and that the Region benefits from these critical lands. Indigenous plant names and traditional uses were shared throughout the day, complemented by open dialogue on CRD–IWS partnerships and ongoing relationship-building with local First Nations.

- **Accessibility and Inclusion:** Tours were offered free of charge and promoted broadly to encourage participation from across the community. A fully accessible coach bus was available on most tours equipped with a wheelchair lift, seatbelts, air conditioning and an onboard washroom which supported participant safety and comfort. These features were particularly important given the tour duration and varying weather conditions.

The public tours continue to exemplify CRD's commitment to environmental stewardship, reconciliation, and equitable community engagement.

Budget
In 2025, the public tours program cost $98,067 ($6,767 over budget). Expenses included $35,408 in auxiliary wages due to an unexpected staff medical leave, $30,562 for bus rental, and $7,711 for advertising. The additional auxiliary wages were offset by salary savings in the regular operating budget. The classroom education program costs roughly $3,000 per year for materials.

Advertising
The classroom education program was advertised at no additional cost through a teachers' e-newsletter, word of mouth, and the CRD website.

Paid advertising for the public tours was placed across a variety of media platforms, including:
- CFAX AM radio and Virgin Radio FM radio
- *Times Colonist* and *Black Press* newspapers
- SEAPARC's *Active Living Guide*
- *Victoria Buzz*
- Facebook boosted posts

In addition to paid advertising, free promotional opportunities were leveraged through the CRD website, social media channels, the Westshore Parks and Recreation digital sign, and Eventbrite, where tour registration was hosted.

Based on participant surveys, word of mouth, followed by newspaper advertising, remained the most common reason for public tour participation. When grouped in categories in the table below, the many forms of free advertising, followed by paid advertising led to the most participation.

Information Source	Number of Responses	Percentage of Respondents
Free ads – posters, digital signs, newsletters, social media, eventbrite, tax bills, CRD outreach	158	39 %
Paid ads – newspaper, radio, digital	133	32 %
Word of Mouth	95	23 %
Don't remember/group outing	23	6 %

2025 Technical Tours

Technical tours were requested throughout the year and varied in focus and length. Technical tours require additional support from staff subject matter experts and are only conducted when staff can be made available. In 2025, eight tours were provided to:

- University of Victoria Hydrology class
- Camosun College Engineering Tech.
- Medical Health Office
- Science Venture Youth STEM Camp
- City of Langford – Engineering
- Camosun College – Environmental Field Skills
- Forest Enhancement Society of BC

In addition, two CRD staff tours, two First Nations tour, and one RWS Commission tour were provided in 2025 with 84 attendees.

Plans for 2026

A key challenge this year was a high number of registered participant no-shows, accounting for 16% (165 spots) of total registrations (see Appendix A for details). Additionally, a few tours had low attendance (e.g., only 11 and 15 participants attended the May 22 and 23 tours, respectively, with a bus capacity of 42 per tour). To improve program efficiency and better align resources with demand, staff plan to reduce the number of tours offered in 2026 from 30 to approximately 26. This is based on attendance data from 2024, where 26 spring tours achieved similar total participation levels to 2025 (when 30 tours were offered) with 33% fewer no-shows. A reduced number of tours will help consolidate attendance and reduce bus costs and the staff time required for planning and delivery.

Additional measures to be implemented in 2026 aimed at improving attendance and operational effectiveness will include:

- expanding advertising to increase public awareness;
- enhancing the registration software to streamline the process for the public and reduce administrative effort;
- increasing available bus seating capacity to better anticipate no-shows; and,
- partnering with recreation centres to offer watershed tours as part of their seasonal programming.

If no-show rates remain high in 2026 despite these changes, staff will recommend introducing a nominal registration fee for 2027 tours. A recent survey of other water utilities found that about half charge a fee to help reduce no-shows.

CONCLUSION

The 2025 "Get to Know Your H_2O Tours" of the Greater Victoria Water Supply Area and Water Supply Facilities were enthusiastically received by the public. A total of 871 residents participated in one of the 30 tours that were provided, with a high percentage of first-time tour participants. To achieve awareness of the drinking water service, staff provided cost-effective and easily accessible in-class learning to 39 classes with 940 participants, with an additional 9 schools borrowing supplemental educational materials for approximately 396 participants (end of October totals).

An increase in the number of public tour no-shows has meant that on popular days there are members of the public on a waitlist while there are empty seats on the bus. Given the considerable cost to deliver the watershed tours, each empty seat that could have been filled reduces the effectiveness of the program. Streamlining the program by reducing the number of tours and increasing advertising are expected to increase participation rates, reduce no-shows and improve program cost effectiveness.

Public tours and in-class education should continue to be offered in 2026 to provide opportunity for direct education and two-way dialogue with the public about the Greater Victoria Water Supply Area and the Regional Water Supply System.

RECOMMENDATION

There is no recommendation. This report is for information only.

Submitted by:	Annette Constabel, M.Sc., RPF., Senior Manager, Watershed Protection
Concurrence:	Alicia Fraser, P. Eng., General Manager, Infrastructure and Water Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENT

Appendix A: 2025 Spring Public Tour Data

2025 Spring Public Tour Data

Table 1: 2025 Spring Public Tour Registration and Participation

Tour date	Registered	Attended	No Shows	Waitlisted	Drop ins	Day of the Week
01/05/2025	38	31	7	1	0	Thursday
02/05/2025	21	17	4	0	0	Friday
03/05/2025	37	30	7	1	0	Saturday
04/05/2025	36	30	6	2	0	Sunday
08/05/2025	36	29	7	0	0	Thursday
09/05/2025	42	32	10	0	0	Friday
10/05/2025	30	27	3	2	0	Saturday
11/05/2025	40	29	11	0	0	Sunday
15/05/2025	27	21	6	0	0	Thursday
16/05/2025	25	23	2	2	0	Friday
22/05/2025	16	11	5	0	0	Thursday
23/05/2025	16	15	1	0	0	Friday
29/05/2025	30	26	5	0	1	Thursday
30/05/2025	31	32	1	2	2	Friday
31/05/2025	37	28	9	4	0	Saturday
01/06/2025	42	42	2	4	2	Sunday
05/06/2025	36	30	6	0	0	Thursday
06/06/2025	43	38	5	2	0	Friday
07/06/2025	40	44	1	4	5	Saturday
08/06/2025	30	20	10	0	0	Sunday
12/06/2025	30	22	8	0	0	Thursday
13/06/2025	37	32	5	3	0	Friday
14/06/2025	37	35	2	4	0	Saturday
15/06/2025	42	33	9	8	0	Sunday
19/06/2025	37	28	9	2	0	Thursday
20/06/2025	37	30	7	2	0	Friday
21/06/2025	31	28	3	10	0	Saturday
22/06/2025	38	36	2	20	0	Sunday
26/06/2025	43	38	5	6	0	Thursday
27/06/2025	39	34	7	14	3	Friday
Totals:	**1024**	**871**	**165**	**93**	**13**	

Table 2: 2025 Spring Public Tour Summary by Day of the Week

2025 Tour Days	Number of Tours	Attended	No Shows	Waitlisted	Registered	Avg No Show/Tour	Avg Registered/ Tour	Avg Attended/ Tour
Thursday	9	236	58	9	293	6.4	33	26
Friday	9	253	42	25	291	4.6	32	28
Saturday	6	192	25	25	212	4.2	35	32
Sunday	6	190	40	34	228	6.7	38	32
Total	**30**	**871**	**165**	**93**	**1,024**	**5.5**	**34**	**29**

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REPORT TO REGIONAL WATER SUPPLY COMMISSION
MEETING OF WEDNESDAY, JANUARY 21, 2026

SUBJECT **Bylaw No. 4658: Regional Water Supply Service Development Cost Charge Bylaw No. 1, 2026.**

ISSUE SUMMARY

To present the draft Regional Water Supply Service Development Cost Charge Bylaw No. 1, 2026 and final background report.

BACKGROUND

The 2017 Regional Water Supply Strategic Plan identified the creation of a Development Cost Charge (DCC) program as a priority initiative because long-term growth in the region would require significant new water infrastructure, and a dedicated growth-related funding tool was needed to ensure that these costs did not fall disproportionately on existing ratepayers. In 2020, the CRD approved capital funding specifically to begin developing the DCC program, which has since been advanced through a series of staff reports and coordinated consultation with municipalities, the development community, First Nations, and the public. This consultation informed the program's policy framework, including its system-wide structure, 30-year planning horizon, and considerations for waivers, reductions, and implementation timing.

Most recently, at its November 19, 2025 meeting, the Regional Water Supply Commission (Commission) was presented with two staff reports for its consideration:

1. Proposed Regional Water Supply Service Development Cost Charge Program and Bylaw – Engagement Summary Vol. 3; and
2. Proposed Regional Water Supply Service Development Cost Charge Program and Bylaw – Update and Next Steps

Regarding the latter staff report, the Commission resolved:

> *"That the Regional Water Supply Commission direct Capital Regional District (CRD) staff to prepare a draft Regional Water Supply Development Cost Charge (DCC) Bylaw for consideration at a future Commission meeting, and that the bylaw include a Municipal Assist Factor (MAF) of one percent."*

CRD staff have prepared the draft DCC bylaw (Appendix A) for the Commission's consideration. Further, Urban Systems Ltd. (USL) has finalized the *Regional Water Supply Service Development Cost Charge Background Report* (Background Report), December 2025, (Appendix B) which includes the required *Development Cost Charge Submission Summary Checklist* (checklist) for the British Columbia Inspector of Municipalities, who is the statutory decision maker under the *Local Government Act*. The checklist confirms that the CRD has fulfilled all legislative and procedural requirements and is ready to submit the bylaw package for Statutory Approval.

The Background Report includes details of the background, key DCC elements, growth projections, DCC related projects and costs, proposed DCC rates, consultation with interested

parties and DCC implementation details. As directed by the Commission, the proposed DCC rates are based on the municipal assist factor (MAF) of one (1) percent. The proposed DCC rates are as indicated in Table 1.

Table 1: Proposed DCC Rates

Land Use Category	Unit	DCC Rate
Low-Density Residential *(Single Family, Two-Unit Dwelling)*	Per lot *(or unit, in the case of a Two-Unit Dwelling)*	$9,044
Medium-Density Residential *(Triplex, Fourplex, Townhouse, Manufactured House)*	Per unit	$7,914
High-Density Residential *(Apartment)*	Per unit	$5,087
Commercial	Per sq.m. GFA	$33.92
Industrial	Per sq.m. GFA	$16.96
Institutional	Per sq.m. GFA	$73.48

On February 12, 2025, the CRD Board implemented a DCC rate freeze (including imposing any new DCCs) until April 2, 2027 to align with the requirements of the Canadian Housing Infrastructure Fund (CHIF) program. To ensure alignment with this Board direction, the "effective date" of April 2, 2027 is included in Section 9 of bylaw, attached in Appendix A. The period between the bylaw adoption date and the effective date would represent a "grace period", which provides the development community advance awareness and opportunity for planning for the implementation of the DCC.

In addition to the grace period, the *Local Government Act* requires local governments enacting new or amended DCC rates to provide one year of in-stream protection to developers who have submitted development applications and paid the applicable fees prior to the DCC rates coming into effect.

Implementation Phasing and Proposed Next Steps
The three general phases of DCC bylaw development with status include:

- Phase 1 – Conceptualization: Completed.
- Phase 2 – Refinement and Consultation: Nearing completion with the adoption of the DCC bylaw.
- Phase 3 – Implementation: To commence following bylaw adoption, anticipated in spring of 2026.

The proposed next steps were identified in the staff report of November 19, 2025 and include the following:

- Endorsement of the bylaw by the Regional Water Supply Commission: January 21, 2026.
- First, second and third Bylaw readings by the CRD Board: estimated February 2026
- British Columbia Inspector of Municipalities review period: estimated 2 months.
- Final Reading and Bylaw adoption by CRD Board (Estimated Spring/Summer 2026)
- Coordination with the member municipalities to prepare for collection and remittance of the DCC's: 2026/27
- Consideration of a waivers or reduction bylaw (2026/27) and
- Adoption of a DCC Reserve Account Bylaw (prior to April 2027)

- Amendments to the future capital improvement plan (2027-2031) to account for DCC revenue and expenditures.

To align with best practices and ensure that population and water demand forecasts remain current, the CRD is committed to regularly updating both the technical and planning components of the DCC program including the Regional Water Supply Master Plan on a typical five-year cycle. The Regional Water Supply Master Plan is scheduled to be updated in 2027–2028, and the next update to the DCC program is planned to begin following its completion in 2029.

ALTERNATIVES

Alternative 1
That the Regional Water Supply Commission recommend to the Capital Regional District Board that:

1. Bylaw No. 4658, "Regional Water Supply Service Development Cost Charge Bylaw No. 1, 2026" be introduced and read a first, second and third time; and
2. Bylaw No. 4658, "Regional Water Supply Service Development Cost Charge Bylaw No. 1, 2026" be submitted to the British Columbia Inspector of Municipalities for Statutory Approval pursuant to the *Local Government Act.*

Alternative 2
That this staff report be referred back to CRD staff for additional information.

IMPLICATIONS

Regulatory and Policy

The implementation of the proposed Regional Water Supply DCC program and bylaw aligns with the CRD 2023-2026 Corporate Plan, and the Regional Water Supply 2017 Strategic Plan. Without a DCC bylaw and related revenue, the existing users of the service are burdened with the cost of growth including infrastructure upsizing and water supply expansion.

Financial Implications

Without a DCC program and bylaw, the existing users of the service will continue to be burdened with the infrastructure costs related to growth and as growth occurs, remaining system capacity will be depleted. Many pending growth driven capital expenditures have been identified in the Capital Plan and the Regional Water Supply 2022 Master Plan.

Intergovernmental Implications

The administration, collection, and remittance of DCC's requires involvement by both the CRD and the member municipalities and the roles and responsibilities can vary. It is recognized that a new DCC bylaw would be an increase in administrative effort for municipalities and some municipalities do not have existing DCC programs to build upon. The CRD would work with each member municipality to ensure they are resourced and prepared to administer the DCC program and bylaw.

Social Implications

The cost of housing has increased significantly over time, including social housing, and a proposed DCC would be another financial burden to the cost of development. The *Local Government Act* allows for local governments to waive or reduce DCC charges for certain types of developments including:

- not-for-profit rental housing,
- supportive living housing,
- for-profit affordable rental housing,
- subdivision of small lots designed to result in low greenhouse gas emissions and
- developments designed to result in low environmental impact.

The implementation of DCC waivers or reductions requires the adoption of an additional bylaw which further defines the categories of eligible development and specifies the degree to which the charges will be waived or exempted. A waivers or reductions bylaw does not need the Inspector of Municipalities approval and only requires CRD board approval. The CRD has been directed to investigate a waivers and reductions bylaw or grant-in-aid program subject to the DCC bylaw being approved. Should a waiver or reductions bylaw be imposed, the Regional Water Supply service would be responsible to make up any foregone DCC revenue from water rates.

First Nation Implications

The proposed DCC bylaw would not apply to development on First Nations reserve lands as local municipal and regional district bylaws are not valid on First Nation lands. The introduction of a DCC program would benefit First Nations that receive water from the Regional Water Service, similar to existing municipal residents, as the DCC program would mitigate future bulk water rates increases for First Nations.

First Nations pursuing off reserve land development opportunities that are located within the Regional Water Supply service area, would be impacted by the proposed DCC. These developments may be eligible for support through a future DCC Waivers and Reductions bylaw or grant-in-aid program. This will require further consideration as part of the waivers and reduction bylaw development.

CONCLUSION

As directed by the Regional Water Supply Commission, Capital Regional District (CRD) staff have prepared a Development Cost Charge (DCC) Bylaw for its consideration and subsequent consideration of the CRD Board. The work completed to date has resulted in a proposed DCC program and bylaw that are ready for submission to the British Columbia Inspector of Municipalities for Statutory Approval under the *Local Government Act*.

If Statutory Approval is granted, the CRD Board would be positioned to adopt the DCC Bylaw in Spring/Summer 2026, allowing the remaining implementation steps to proceed and ultimately to begin collection of DCC fees April 2, 2027.

RECOMMENDATION

That the Regional Water Supply Commission recommend to the Capital Regional District Board that:

1. Bylaw No. 4658, "Regional Water Supply Service Development Cost Charge Bylaw No. 1, 2026" be introduced and read a first, second and third time; and
2. Bylaw No. 4658, "Regional Water Supply Service Development Cost Charge Bylaw No. 1, 2026" be submitted to the British Columbia Inspector of Municipalities for Statutory Approval pursuant to the *Local Government Act*.

Submitted by:	Joseph Marr, P.Eng., Senior Manager, Infrastructure Engineering
Concurrence:	Alicia Fraser, P. Eng., General Manager, Infrastructure and Water Services
Concurrence:	Varinia Somosan, CPA, CGA, Acting Chief Financial Officer & General Manager, Finance & Technology
Concurrence:	Kristen Morley, J.D., Corporate Officer & General Manager, Corporate Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENTS

Appendix A: Draft Bylaw No. 4658, "Regional Water Supply Service Development Cost Charge Bylaw No. 1, 2026"
Appendix B: Regional Water Supply Service DCC Background Report - December 2025
Appendix C: Summary of Previous and Planned Staff Reports

CAPITAL REGIONAL DISTRICT
BYLAW NO. 4658

****

A BYLAW TO IMPOSE DEVELOPMENT COST CHARGES FOR THE REGIONAL WATER SUPPLY SERVICE

****

WHEREAS:

A. Pursuant to section 559 of the *Local Government Act,* the Capital Regional District ("the District" or "CRD") may impose development cost charges for the purpose of providing funds to assist the District to pay the capital costs of providing, constructing, altering, or expanding Water Facilities;

B. The Development Cost Charges established by this bylaw will be used for the purpose of providing funds to assist the District to pay the costs of providing, constructing, altering or expanding the District water system that services the Regional Water Supply Service Area;

C. In setting the Development Cost Charges under this bylaw, the Board has considered the future land use patterns and development, and the phasing of works and services within the Service Area;

D. The Board is of the opinion that the Development Cost Charges imposed by this Bylaw:

   (a) are not excessive in relation to the capital costs of prevailing standards of service;

   (b) will not deter Development;

   (c) will not discourage the construction of reasonably priced housing or the provision of reasonably priced serviced land; and

   (d) will not discourage Development designed to result in a low environmental impact.

E. In the opinion of the Board, the charges imposed by this Bylaw are related to capital costs attributable to works included in the CRD's financial plan, long-term capital plans, and Regional Water Supply Master Plan; and

F. The Development Cost Charges imposed under this Bylaw will be collected by the Member Municipalities on behalf of the District, where applicable;

NOW THEREFORE the Board of the Capital Regional District, in open meeting assembled hereby enacts as follows:

1. DEFINITIONS

(1) For the purposes of this Bylaw, the words or phrases that are not included in this section shall have the meaning assigned to them in *the Local Government Act*.

(2) In this Bylaw:

"Applicant" means a person liable to pay Development Cost Charges under this Bylaw.

"Attached Secondary Suite" has the same meaning as under the British Columbia *Building Code* and does not include a strata Lot.

"Board" means the elected board of the Capital Regional District.

"Building Permit" means any permit authorizing the construction, alteration or extension of a building or Structure in a Member Municipality or the Electoral Area within the Service Area.

"Commercial" means land zoned for commercial uses under a Zoning Bylaw enacted by a Member Municipality or the District.

"Commission" means the Regional Water Supply Commission.

"Comprehensive Development" includes any development that is comprised of any two or more Residential Uses, Non-Residential Uses or both.

"Detached Secondary Suite" means a building attached to a foundation, used or designed as a self-contained Dwelling Unit located on a lot with a primary single-family dwelling and does not include a strata Lot.

"Development" means a Subdivision or the construction, alteration, or extension of a building or structure for which a Building Permit may be obtained.

"Development Cost Charges" means the applicable rates prescribed in Schedule A – Development Cost Charge Rates.

"District" means the Capital Regional District.

"Dwelling Unit" or **"Unit"** means a room, a suite of rooms or a building or Structure that is used or intended to be used as a self-contained private residence for one household that may contain eating, living, sleeping and sanitary facilities.

"Electoral Area" includes any Electoral Area of the District, which is under the jurisdiction of the Commission and is located within the Service Area.

"Gross Floor Area" means the total area of all floors in a building measured to the outside surface of the exterior walls, but excluding areas provided for parking or motor vehicles and storage of bicycles OR as defined under a Zoning Bylaw enacted by a Member Municipality or the District.

"High Density Residential" means a building containing three or more Dwelling Units, one or more of which are wholly or partly above another Dwelling Unit.

"Institutional" means land zoned for an institutional use under a Zoning Bylaw enacted by a Member Municipality or the District, and any Development providing for the assembly of persons for religious, charitable, philanthropic, cultural, civic, educational, or recreational purposes; including but not limited to auditoriums, youth centres, social halls, group camps, schools, and churches.

"Industrial" means land zoned for Industrial uses under a Zoning Bylaw enacted by a Member Municipality or the District.

"General Manager" means the person appointed by the Board to perform the duties and responsibilities of the General Manager, Infrastructure and Water Services and their designate.

"Lot" means any Parcel, block or other area in which land is held or into which it is legally subdivided, and for certainty, includes a bare land strata lot under the *Strata Property Act*.

"Low Density Residential" means a building containing one Dwelling Unit, or a building containing one Dwelling Unit and an Attached Secondary Suite, or a Two-Unit Dwelling.

"Medium Density Residential" means a Detached Secondary Suite, or a building that is used or designed to contain three or more Dwelling Units, each having direct access to the outside at grade level, and for certainty does not include a building containing a Dwelling Unit wholly or partly above another Dwelling Unit.

"Member Municipality" means the District of Central Saanich, City of Colwood, Township of Esquimalt, District of Highlands, City of Langford, District of Metchosin, District of North Saanich, District of Oak Bay, District of Saanich, Town of Sidney, District of Sooke, City of Victoria, the Town of View Royal, and any subsequently incorporated local government within the Service Area.

"Non-Residential Use" means the use of any building, Structure or any portion thereof that is not a Residential Use, including but not limited to Commercial, Industrial, and Institutional.

"Parcel" means any Lot, block, or other area in which land is held or into which it is subdivided but does not include a highway.

"Residential Use" means Low Density Residential, Medium Density Residential and High Density Residential uses.

"Service Area" means the area serviced by the District's Regional Water Supply System, as amended, which is in a Member Municipality or the Electoral Area of the District, as defined by CRD Bylaw No. 2537, "Water Supply Local Service Area Establishment Bylaw", as amended or replaced from time to time.

"Structure" means any construction fixed to, supported by or sunk into land or water, excluding asphalt or concrete paving or similar surfacing of a Parcel.

"Subdivision" means a subdivision as defined in the *Land Title Act* or *Strata Property Act*.

"Two Unit Dwelling" means a building consisting of two self-contained dwelling units which share a common wall or an area that forms the floor of one unit and the ceiling of the other and are not linked by a trellis, deck, breezeway or similar connection (e.g., a duplex).

"Water Facility" means any works, service or plant for storing, conveying, disposing or treating water.

2. DEVELOPMENT COST CHARGES

(1) The Development Cost Charges set out in Schedule A – Development Cost Charge Rates, attached hereto and forming part of this Bylaw, are hereby imposed on every Applicant within the Service Area who obtains:

(a) approval of a Subdivision of land under the *Land Title Act* or the *Strata Property Act*, that creates two or more Parcels on which the construction of a Low Density Residential dwelling is permitted;

(b) approval of a Building Permit authorizing the construction of a Low Density Residential Dwelling Unit on an existing Parcel; or

(c) approval of a Building Permit authorizing the construction, alteration or extension of a Medium Density Residential, High Density Residential; or Non-Residential building or Structure.

(2) For certainty, the intent of this Bylaw is to impose charges in respect of Building Permits authorizing the construction, alteration or extension of buildings that will, after the construction, alteration or extension, contain fewer than four self-contained Dwelling Units and be put to no other use than Residential Use in those Dwelling Units.

(3) An Applicant shall pay the Development Cost Charges to the Member Municipality or the District, according to the location of the Parcel in respect of which the Development Cost Charges are payable upon approval of a Subdivision or issuance of a Building Permit, as the case may be.

3. EXEMPTIONS

(1) Despite any other provision of this Bylaw, a Development Cost Charge is not payable if any of the following applies in relation to a Development authorized by a Building Permit:

(a) the permit authorizes the construction, alteration or extension of a building or part of a building that is, or will be, after the construction, alteration or extension, exempt from taxation under section 220(1)(h) or 224(2)(f) of the *Community Charter*;

(b) the permit authorizes the construction, alteration, or extension of self-contained Dwelling Units in a building, the area of each self-contained

Dwelling Unit is no larger than 29 square meters (m^2), and each Dwelling Unit will be put to no other use than Residential Use;

(c) the value of the work authorized by the Building Permit does not exceed $50,000;

(d) a Development Cost Charge has previously been paid for the Development unless, as a result of further Development, new capital cost burdens will be imposed on the Member Municipality;

(e) a Development does not impose new capital cost burdens on the District; or,

(f) the *Local Government Act* or another enactment of the Province or the District or any regulations thereunder provide that no Development Cost Charge is payable.

4. CALCULATION OF APPLICABLE CHARGES

(1) Development Cost Charges imposed under this Bylaw shall be calculated in accordance with the rates prescribed in Schedule A – Development Cost Charge Rates.

(2) Where a type of Development is not specifically identified in Schedule A – Development Cost Charge Rates, the amount of Development Cost Charges applicable under Schedule A – Development Cost Charge Rates shall be equal to the Development Cost Charges payable for the type of Development that imposes the most similar cost burden on the District's Water Supply Facilities.

(3) The amount of Development Cost Charges payable in relation to Comprehensive Development shall be calculated separately for each portion of the Development, in accordance with Schedule A – Development Cost Charge Rates, which are included in the Building Permit application and shall be the sum of the charges payable for each type.

(4) For certainty, a Two-Unit Dwelling will be charged two Low Density Residential Development Cost Charges.

5. COLLECTION AND REMITTANCE OF DEVELOPMENT COST CHARGES

(1) Each Member Municipality shall collect the Development Cost Charge payable under this Bylaw at the time prescribed in section 2(3).

(2) A Member Municipality shall not approve a Subdivision or issue a Building Permit for any Development unless the Development Cost Charges imposed under this Bylaw have been paid in accordance with section 2.

(3) Each Member Municipality shall establish and maintain a separate account for the Development Cost Charge monies collected under this Bylaw and deposit and hold these monies in that separate account, in trust for the District, until the Development Cost Charge monies are remitted to the District.

(4) Within thirty (30) days of the first business day of each month, each Member Municipality shall remit to the District the total amount of the Development Cost Charges collected by the Member Municipality during the previous month.

(5) Each Member Municipality shall provide to the District with the remittance of the Development Cost Charge monies a statement of account in a form approved by the General Manager which sets out the following information:

(a) the date and amount of Development Cost Charges collected and the amount still outstanding under instalment payments (as permitted on Development Cost Charges owed greater than $50,000) and the dates for payment;

(b) the number and type of Residential Use(s);

(c) the amount and type of Non-Residential Use(s);

(d) the location of Parcel(s) and Dwelling Unit(s) against which Development Cost Charges were levied;

(e) the location of Parcel(s) and Dwelling Unit(s) against which Development Cost Charges were not levied and the reason for the exemption; and

(f) any other information that the General Manager deems necessary.

(6) Each Member Municipality shall retain, for a period of eleven years, sufficient records to support the statements and payments referred to in this part.

(7) The District may, at any time subject to first giving reasonable notice to any Member Municipality, inspect any and all records of the Member Municipality relating to the information required by this Bylaw, the calculation, the collection and remittance by the Member Municipality of the Development Cost Charges levied under this Bylaw, and the calculations and remittance by the Member Municipality of any payments required under this Bylaw.

(8) Each Member Municipality shall permit any employee or agent of the District to inspect the records referred in this part and to make and take away copies of those records.

(9) If a Member Municipality chooses not to collect any portion of Development Cost Charges payable under this Bylaw or to remit to the District any Development Cost Charges collected in the manner prescribed by this Bylaw, the Member Municipality shall pay to the District on demand an amount equal to the Development Cost Charges that the Member Municipality should have collected or remitted under this Bylaw.

6. AUTHORIZATION

(1) The General Manager may prescribe any form, statement, notice, practice, procedure or other administrative requisites required under this Bylaw, after prior consultation with the staff of Member Municipalities.

7. SEVERABILITY

(1) If any portion of this Bylaw is held to be invalid by a court of competent jurisdiction, the invalid portion shall be severed, and the remainder of the Bylaw shall be deemed to have been enacted without the invalid portion.

8. APPLICATION AND ADMINISTRATION

(1) Schedule A – Development Cost Charge Rates attached to this Bylaw forms an integral part of this Bylaw and is enforceable in the same manner as this Bylaw.

(2) This Bylaw applies to all applications for Subdivision and for issuance of a Building Permit for parcels located within the Regional Water Supply Service Area.

9. EFFECTIVE DATE

(1) This Bylaw shall come into force and effect on April 2, 2027.

10. CITATION

(1) This Bylaw may be cited as “Regional Water Supply Service Development Cost Charge Bylaw No. 1, 2026”

READ A FIRST TIME THIS	day of	20___
READ A SECOND TIME THIS	day of	20___
READ A THIRD TIME THIS	day of	20___
APPROVED BY THE INSPECTOR OF MUNICIPALITIES THIS	day of	20___
ADOPTED THIS	day of	20___

_____ _____

CHAIR CORPORATE OFFICER

SCHEDULE A

DEVELOPMENT COST CHARGE RATES

Land Use Category	Unit of Charge	Development Cost Charge Rates
Low Density Residential *(Single Family, Two-Unit Dwelling)*	per lot (or unit, in the case of a Two-Unit Dwelling)	$9,044
Medium Density Residential *(Triplex, Fourplex, Townhouse, Manufactured House)*	per unit	$7,914
High Density Residential *(Apartment)*	per unit	$5,087
Commercial	per m^2* GFA**	$33.92
Industrial	per m^2 GFA	$16.96
Institutional	per m^2 GFA	$73.48

**m^2 = square metre*
***GFA = Gross Floor Area*

CAPITAL REGIONAL DISTRICT

REGIONAL WATER SUPPLY SERVICE DEVELOPMENT COST CHARGE BACKGROUND REPORT

December 2025

URBAN SYSTEMS
312 – 645 FORT STREET, VICTORIA BC V9W 1G2
T: 250.220.7060

URBAN SYSTEMS

PREPARED FOR:

CAPITAL REGIONAL DISTRICT
625 Fisgard Street
Victoria, BC V8W 1R7

ATTENTION:

Patrick Stephens, P.Eng.
Project Engineer

PREPARED BY:

URBAN SYSTEMS LTD.
Shaun Heffernan, MCIP, RPP

Senior Planner / Principal
E: sheffernan@urbansystems.ca | T: 778.557.7213

DATE: DECEMBER 2025

FILE:

1692.0050.02

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Appendix C – Engagement Materials

EXECUTIVE SUMMARY

Currently, the Capital Regional District (CRD) has no Development Cost Charge (DCC) Bylaw for the Regional Water Supply (RWS) service which supplies water to most areas within Greater Victoria. The 2017 RWS Strategic Plan outlines exploring DCCs as a priority for this service and the 2023-2026 Corporate Plan included an initiative to implement a DCC program for the RWS service. A DCC program was developed in the past; however, a DCC Bylaw was not adopted (circa 1994).

The adoption of a RWS DCC bylaw is seen as an important step for supporting the implementation and funding of future critical infrastructure needs identified in the Capital Regional District (CRD) RWS 2022 Master Plan.

The development of this DCC program included the following:

- Review of existing policies and administrative procedures to determine appropriate approaches for this DCC program and bylaw;
- Review of residential and non-residential growth estimates;
- Review of critical and growth-related RWS infrastructure;
- Identification of eligible DCC projects, cost estimates, and appropriate benefit allocations;
- Staff workshops and Council presentations in all CRD member municipalities;
- Consultation with the public and interested parties;
- Determination of appropriate land use categories and units of charge; and,
- Allocation of costs based on infrastructure impact.

The proposed DCC rates based on the inputs to the DCC program are provided in **Table 1** below.

Table 1 - Proposed DCC Rates

Land Use	Unit	Rate
Low-Density Residential *(Single Family, Two-Unit Dwelling)*	Per lot (or unit, in the case of a Two-Unit Dwelling)	**$9,044**
Medium-Density Residential *(Triplex, Fourplex, Townhouse, Manufactured House)*	Per unit	**$7,914**
High-Density Residential *(Apartment)*	Per unit	**$5,087**
Commercial	Per sq.m. GFA	**$33.92**
Industrial	Per sq.m. GFA	**$16.96**
Institutional	Per sq.m. GFA	**$73.48**

1.1 DCC KEY ELEMENTS

Prepared by the Ministry of Municipal Affairs and Housing, the Best Practices Guide stipulates key elements that should be considered when determining DCC rates. **Table 2** outlines the key elements, decisions, and supporting rationale used in the development of this DCC program. The table also indicates whether the proposed approach aligns with the Best Practices Guide.

Table 2 - DCC Key Elements

Key Element		Rationale
Time Horizon	30 Years	• Aligns with the CRD Regional Growth Strategy and RWS 2022 Master Plan time horizons.
Municipal-wide (system-wide) or area-specific charge	System-wide (covers all areas serviced by the RWS system, now or to service growth)	• System-wide based on infrastructure that is reasonably expected to service the whole network to meet the needs of growth in all areas.
Grant Assistance	None	• No identified DCC projects anticipate grant funding at this time.
Developer Contribution	None	• No identified DCC projects include a developer contribution at this time.
Financing	None	• No long-term debt financing has been included.
Benefit Allocation	35 - 100%	• 100% benefit is allocated to projects required only to increase capacity due to growth or to service growth. • For projects where both new and existing residents will benefit, benefit has been calculated based on the ratio of new population to total population (approx. 35%) or rule of thumb (50%).
Assist Factor	1%	• The CRD Regional Water Supply Commission (RWSC) directed the project team to proceed with a 1% assist factor.

Key Element		Rationale
Units of Charge	Per lot; per unit; per square metre of gross floor area	• *Per lot* (for single family) *or per unit* (for Two-Unit Dwellings) for Low Density Residential DCCs. DCCs are levied on single family lots at time of subdivision. DCCs are levied at time of building permit for Two-Unit Dwellings. For clarity, two DCCs would be levied on a Two-Unit Dwelling (one for each unit). This ensures that DCC collection closely correlates with timing of impact on infrastructure and when the total number of units is known. • *Per unit* for Medium Density Residential (triplexes, fourplexes, row houses, townhouses, and manufactured homes) and High Density Residential (apartment). DCCs are levied at time of building permit for Medium Density and High Density Residential categories when number of units is known. • *Per square metre of gross floor area* for Commercial, Industrial, Institutional uses as impact on infrastructure is expected to correlate with floor space.

2.0 INTRODUCTION AND BACKGROUND

2.1 CONTEXT

The Capital Regional District (CRD) is seeking to implement a Development Cost Charge (DCC) Bylaw to help fund the growth-driven infrastructure needed for the Regional Water Supply (RWS) service. The two main background documents that support the development of this program development include: the 2017 RWS Strategic Plan, which outlines exploring DCCs as a priority for this service; and the RWS 2022 Master Plan that outlines the necessary projects to service growth.

The CRD provides regional water supply services which treat and supply bulk water to most areas within Greater Victoria. **Figure 1** shows the service areas for the thirteen (13) municipalities and one (1) electoral area included in this DCC program. The regional water supply also services eight (8) First Nation communities that are exempt from the proposed DCC program and subsequent rates.

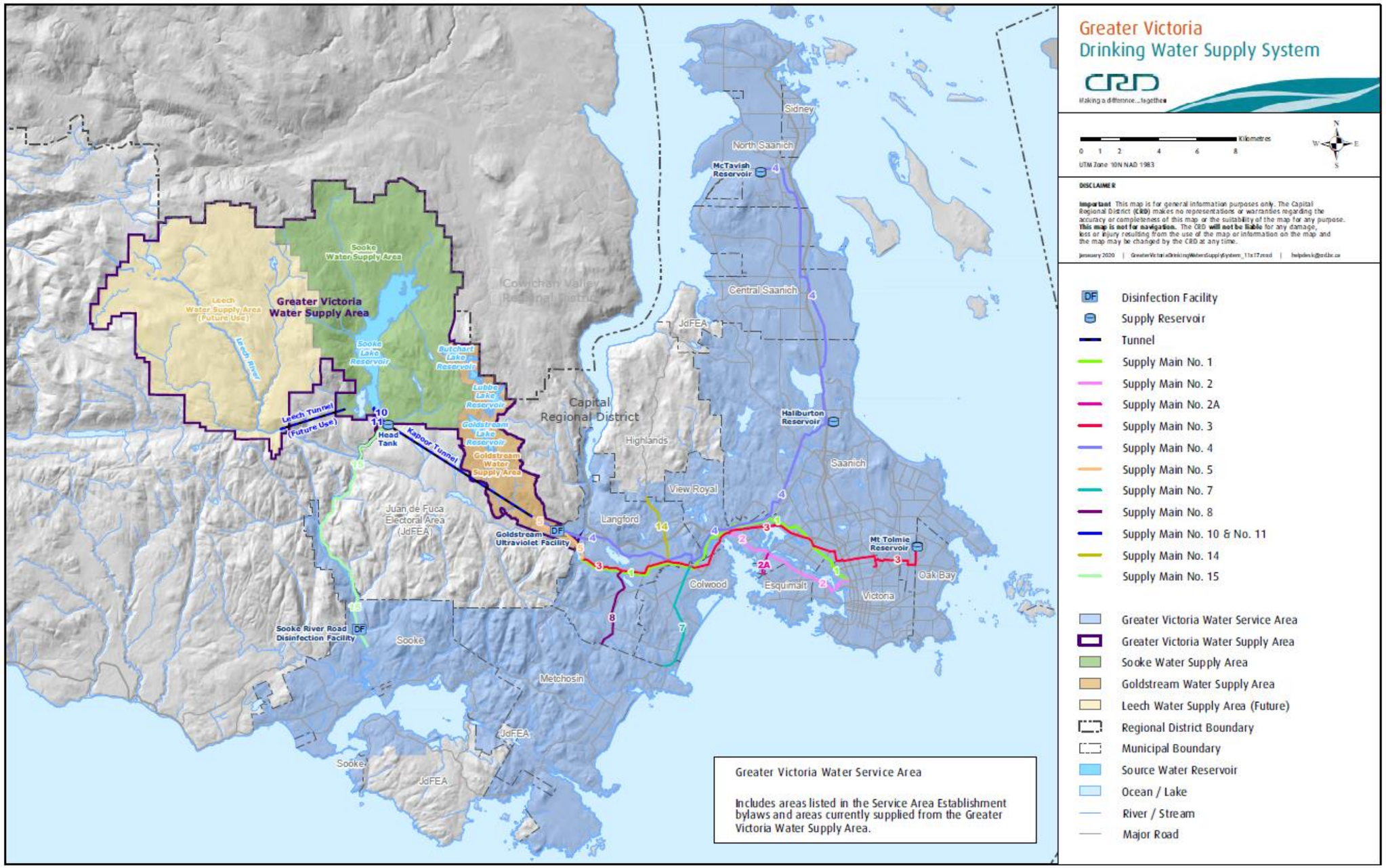
Urban Systems Ltd. was retained to assist the CRD in the development of the program and bylaw, with an emphasis on aligning the development of the DCC program with the CRD's existing water DCC bylaws, which include the *Development Cost Charges Bylaw (Juan de Fuca Water Distribution), Bylaw No. 2758 (Consolidated),* and the *Saanich Peninsula Water and Wastewater Development Cost Charges Bylaw No. 3208 (Consolidated)*. Note that these Bylaws are amended from time to time.

The proposed DCC program and rates in this report are based on priority growth-related infrastructure needs and capital costs identified in the RWS 2022 Master Plan and the CRD's 2023 Draft Capital Plan. Region-wide growth estimates are calculated based on the CRD's Regional Growth Strategy with reference to Official Community Plan (OCP) land use designations for the member municipalities and supported with BC Stats data.

As defined by the Water Supply Local Service Area Establishment Bylaw No. 2537 (which is amended from time to time), the communities within the service area that are included in this DCC program are:

- City of Victoria
- Township of Esquimalt
- District of Saanich
- District of Central Saanich
- District of North Saanich
- District of Oak Bay
- Town of View Royal
- District of Sooke
- City of Langford
- City of Colwood
- Town of Sidney
- District of Metchosin
- District of Highlands
- Juan de Fuca Electoral Area A

Figure 1 - Regional Water Supply Service Area



The proposed DCC program ensures that those who will use and benefit from the services provided pay their share of the growth-related costs in a fair and equitable manner (the 'benefiter pays' principle). A comprehensive review of the potential for development throughout the communities serviced by the RWS system was completed as part of this proposed DCC program development. The proposed DCC program creates certainty for the development industry by providing predictable and consistent charges for water supply services and by facilitating the orderly and timely construction of infrastructure by the CRD to meet the growing demand.

2.2 DRIVERS

Many municipalities and Regional Districts across British Columbia (BC) use DCCs as a cost-recovery tool to support municipal financial sustainability. The advantages of implementing a DCC bylaw include:

- **Clear and consistent rules** – It gives developers a predictable and transparent framework to follow.
- **Sustainable funding** – It helps the CRD collect money to pay for the services and infrastructure needed as the community grows.
- **Fair cost sharing** – It ensures that developments benefiting from new infrastructure help pay for it, following the "growth pays for growth" principle.
- **Transparency** – It makes it clear how much growth-related infrastructure costs and how those costs are funded.
- **Reduced financial risk** – It allows the CRD to plan and save for future infrastructure, avoiding large, unexpected expenses.

Major drivers for the development of the CRD's Water Supply DCC program are an increase in development pressures, growth in Member Municipalities, and changing development patterns within the region.

2.3 LEGISLATIVE CONTEXT

DCCs are charges collected by local governments to help pay for infrastructure expenditures required to service growth. The *Local Government Act* (Part 14, Division 19) sets out the general requirements under which local governments may charge DCCs. Funding generated through DCCs are used to help accommodate growth and development through capital cost investment; eligible capital costs that can be funded through DCCs include (also see **Section 2.5**):

- Providing, constructing, altering or expanding water, sewage, drainage and transportation facilities;
- Constructing fire, protective service, and solid waste or recycling facilities; and,
- Providing for and improving parkland.

Regional Districts wanting to collect DCCs must adopt a DCC bylaw that specifies the DCC amounts to be collected. The charges may vary with respect to:

- Different zones or different defined or specific areas;
- Different uses;
- Different capital costs as they relate to different classes of development; and,
- Different sizes or different numbers of lots or units in a development.

When developing a DCC program, municipal councils and regional district boards must consider the impact of the DCCs on development. Generally, DCCs are payable at subdivision approval or when the building permit is issued. DCCs are not payable if the new development does not negatively impact the existing infrastructure, or the impact of that development does not require infrastructure improvements.

Funds collected through DCCs must be deposited into a separate reserve account. These funds may only be used to pay for the capital costs of the works and short-term financing costs of debt incurred for capital works identified in the DCC program. Costs for capital works include not only the actual construction of the works but also the planning, engineering, and legal costs which are directly related to the works.

2.4 RELATIONSHIP TO OTHER DOCUMENTS

This proposed DCC program has been developed to be consistent with the following legislation, plans, and policy guides, including:

- *Local Government Act* (*LGA*)
- Development Cost Charges Best Practices Guide (Best Practices Guide)
- Development Cost Charge Guide for Elected Officials
- RWS 2017 Strategic Plan
- CRD 2023-2026 Corporate Plan
- CRD RWS 2022 Master Plan
- CRD Draft 2023 Capital Plan
- CRD Regional Growth Strategy (2018)
- Municipal Official Community Plans and Neighbourhood Plans

2.5 ELIGIBLE RECOVERABLE COSTS

The recoverable DCC costs include those associated with implementing the project lists based on technical input from master planning, capital plans, and staff. The eligible recoverable capital costs associated with DCC projects have been interpreted by the Ministry to include the following scope of capitalized activities:

- Planning;
- Public consultation;
- Engineering design;
- Right-of-way or parkland acquisition;
- Legal costs;
- Interim financing;
- Contract administration;
- Construction; and,
- Contingencies.

The recoverable DCC costs are derived from a benefit allocation assigned to each project based on how it would benefit growth versus the existing population. The total DCC recoverable costs factor in the project-specific benefit allocations, which are calculated using the overall capital costs.

3.0 GROWTH PROJECTIONS AND EQUIVALENCIES

This section outlines the technical inputs and analysis used to determine the costs of the DCC program and the water infrastructure required to support future growth:

- **Scope of the program:** Establishing whether DCCs will be applied across the entire region or to specific areas, identifying the services eligible for DCC funding, and determining the planning time frame.
- **Estimating growth:** Projecting population and development growth, classifying development by land use categories, and applying equivalency factors to ensure consistent and fair cost allocation.
- **Identifying projects lists:** Listing growth-related capital projects, determining how much each project benefits new versus existing development, and identifying the portion of costs to be funded by the CRD rather than through DCCs.

These technical components, together with Council's discretion in setting the MAF, are used to calculate the draft DCC rate.

3.1 SCOPE OF PROGRAM

The proposed DCC bylaw facilitates the adoption of a region-wide water supply DCC. Since this is a water supply DCC, the same DCC rate is proposed to be applied for each land use deemed to generate a similar or same capital cost burden, regardless of development location within the RWS service area. Since the RWS service does not operate in isolation and is one whole system, a region-wide DCC charge is appropriate rather than an area-specific DCC charge. A region-wide approach also provides greater flexibility for allocated funding to projects within the program.

3.2 DEVELOPMENT FORECAST

LAND USE CATEGORIES

The proposed DCCs are based on different land use categories that reflect the impact of different built forms on infrastructure services. The definitions in **Table 3** apply to the land use categories in the DCC Bylaw.

Table 3 - Land Use Categories and Definitions

Land Use	Inclusions and Definitions
Low Density Residential	A building containing one Dwelling Unit, or a building containing one Dwelling Unit and an Attached Secondary Suite, or a Two Unit Dwelling.
Medium Density Residential	A Detached Secondary Suite, or a building that is used or designed to contain 3 or more Dwelling Units, each having direct access to the outside at grade level, and for certainty does not include a building containing a Dwelling Unit wholly or partly above another Dwelling Unit.
High Density Residential	A building containing 3 or more Dwelling Units, one or more of which are wholly or partly above another Dwelling Unit.
Commercial	Land zoned for commercial uses under a Zoning Bylaw enacted by a Member Municipality or the District.
Industrial	Land zoned for Industrial uses under a Zoning Bylaw enacted by a Member Municipality or the District.
Institutional	Land zoned for an institutional use under a Zoning Bylaw enacted by a Member Municipality or the District, and any Development providing for the assembly of persons for religious, charitable, philanthropic, cultural, civic, educational, or recreational purposes; including but not limited to auditoriums, youth centres, social halls, group camps, schools, and churches.

The 30-year growth projections for different residential unit types (i.e., low, medium, and high density) and non-residential (i.e., commercial, industrial, and institutional) uses were developed using multiple sources and references, including:

- Current and historic growth trends determined from BC Stats population estimates;
- The Regional Growth Strategy (RGS);
- Local government planning documents from Member Municipalities; and,
- Information on major ongoing development applications from Member Municipalities.

This information was used to determine the distribution of this growth between municipalities and the Regional District (Electoral Area A).

Additionally, effort was made to ensure alignment between units of charge and growth projections applied in other CRD DCC programs, notably for the Juan de Fuca Water Distribution system and the Saanich Peninsula Water and Wastewater system.

All growth projections were reviewed with each municipality and Electoral Area within the CRD through a series of staff workshops held between September 2023 and January 2024.

A summary of residential and non-residential growth is provided in **Table 4** and **Table 5**. Growth is expressed in population for residential projections and in square meters of gross floor area and equivalent population for non-residential projections.

Table 4 - Distribution of Residential Population Growth in RWS Service Area by Dwelling Type (30-year)

RESIDENTIAL			
Dwelling Type	**Number of Units**	**Persons per Unit**	**Equivalent Population**
Low-Density Residential	15,190	3.2	48,608
Medium-Density Residential	13,640	2.8	38,192
High-Density Residential	33,800	1.8	60,840
TOTAL	**62,630**	**-**	**147,640**

Table 5 - Non-Residential Development in RWS Service Area (30-year)

NON RESIDENTIAL		
Development Type	**New Gross Floor Area (m^2)**	**Equivalent Population**
Commercial	1,480,000	17,760
Industrial	2,130,000	12,780
Institutional	270,500	7,033
TOTAL	**3,880,500**	**37,573**

3.3 EQUIVALENCIES

The equivalencies used in this DCC program to calculate DCC rates have been reviewed and reflect those used in the CRD's existing DCC Bylaws. These equivalencies are expected to align with the impact on infrastructure for the RWS service. These equivalent units, shown in **Table 6**, reflect relative impact and align with DCC best practices.

Table 6 - Equivalencies

Land Use	Unit of Development	Equivalent Unit Conversion **Factors** (persons per unit)
Low-Density Residential	Per Lot (or unit, in the case of a Two-Unit Dwelling)	3.2
Medium-Density Residential	Per Unit	2.8
High-Density Residential	Per Unit	1.8
Commercial	Per sq.m. GFA	0.012
Industrial	Per sq.m. GFA	0.006
Institutional	Per sq.m. GFA	0.026

For residential demand, occupancy rates can be used to project demands for water services. Using the equivalencies identified above, the total new residential population is projected at **147,640** people.

For non-residential land uses, equivalent populations per square metre of gross floor area have been established based on best practices and industry standards. The total equivalent new non-residential population, determined by applying the equivalent unit conversion factors to the total estimated non-residential gross floor area, is projected at **37,573** people.

The combined residential and non-residential equivalent new population is **185,213** people over the 30-year DCC time horizon.

4.0 PROJECT LIST

4.1 DCC PROJECTS

The DCC program was developed based on a review and prioritization of growth-related projects in the CRD's Regional Water Supply 2022 Master Plan, staff inputs and the 2023 Draft Capital Plan. A summary of proposed DCC projects is provided in **Table 7** (below); where applicable, projects have been mapped and are shown in **Figure 2**. The DCC calculation, equivalent conversion factors per unit and per square metre are established in **Table 8**.

All projects are owned and capitalized by the CRD.

Table 7 – Proposed DCC Program

Item	Project	Cost Estimate (A)	DCC Benefit Factor (B)	Benefit to New Development (C A x B)	Municipal Assist Factor 1% (D C x Assist Factor)	DCC Recoverable (E C D)	CRD Responsibility F (A E)
SOOKE LAKE RESERVOIR DEEP NORTHERN INTAKE							
W1	Deep Northern Intake (Floating Pump Station)	$72,505,000	35%	$25,376,750	$253,768	$25,122,983	$47,382,018
W2	Sooke Lake Reservoir - Water Quality Sensors, Monitoring and Studies	$740,000	35%	$259,000	$2,590	$256,410	$483,590
W3	Conceptual Design of Floating Pump Station and Transmission Main	$1,500,000	35%	$525,000	$5,250	$519,750	$980,250
	Subtotal	**$74,745,000**	**-**	**$26,160,750**	**$261,608**	**$25,899,143**	**$48,845,858**
LEECH WATERSHED							
W4	Leech River Diversion	$16,700,000	100%	$16,700,000	$167,000	$16,533,000	$167,000
W5	Sooke Lake Saddle Dam Hydraulic Improvements and Studies	$10,300,000	100%	$10,300,000	$103,000	$10,197,000	$103,000
W6	Leech River Watershed Restoration, Mapping and Studies	$1,513,000	100%	$1,513,000	$15,130	$1,497,870	$15,130
	Subtotal	**$28,513,000**	**-**	**$28,513,000**	**$285,130**	**$28,227,870**	**$285,130**
WATER FILTRATION PLANT							
W7	Japan Gulch Dam Decommissioning	$10,256,000	35%	$3,589,600	$35,896	$3,553,704	$6,702,296
W8	Filtration Plant	$739,655,000	35%	$258,879,250	$2,588,793	$256,290,458	$483,364,543
W9	Filtration Plant Clearwell	$23,999,000	35%	$8,399,650	$83,997	$8,315,654	$15,683,347
W10	Treated Water Pump Station	$29,780,000	35%	$10,423,000	$104,230	$10,318,770	$19,461,230
W11	Filtration Plant Stage 2 Balancing Tank	$15,384,000	35%	$5,384,400	$53,844	$5,330,556	$10,053,444
	Subtotal	**$819,074,000**	**-**	**$286,675,900**	**$2,866,759**	**$283,809,141**	**$535,264,859**
TRANSMISSION MAINS							
W12	Phase 1 - Transmission Main Upgrades	$7,499,000	35%	$2,624,650	$26,247	$2,598,404	$4,900,597
W13	Phase 2 - Transmission Main Upgrades	$38,204,000	35%	$13,371,400	$133,714	$13,237,686	$24,966,314
W14	Phase 3 - Transmission Main Upgrades	$55,293,000	35%	$19,352,550	$193,526	$19,159,025	$36,133,976
W15	Deep Northern Intake to Head Tank Transmission Main	$38,768,000	35%	$13,568,800	$135,688	$13,433,112	$25,334,888
W16	Sooke Lake Dam to Head Tank Transmission Main	$7,384,000	35%	$2,584,400	$25,844	$2,558,556	$4,825,444
W17	Jack Lake Head Tank to Japan Gulch Transmission Main	$208,649,000	35%	$73,027,150	$730,272	$72,296,879	$136,352,122
W18	Goldstream Connector to Japan Gulch Transmission Main	$67,075,000	35%	$23,476,250	$234,763	$23,241,488	$43,833,513
W19	Goldstream Connector Balancing Tank	$5,538,000	35%	$1,938,300	$19,383	$1,918,917	$3,619,083
W20	East-West Connector Transmission Main	$58,562,000	35%	$20,496,700	$204,967	$20,291,733	$38,270,267
	Subtotal	**$486,972,000**	**-**	**$170,440,200**	**$1,704,402**	**$168,735,798**	**$318,236,202**

Item	Project	Cost Estimate (A)	DCC Benefit Factor (B)	Benefit to New Development (C A x B)	Municipal Assist Factor 1% (D C x Assist Factor)	DCC Recoverable (E C D)	CRD Responsibility F (A E)
SMITH HILL STORAGE TANK							
W21	Smith Hill Tank - Including Design and Decommissioning	$14,120,000	50%	$7,060,000	$70,600	$6,989,400	$7,130,600
W22	Smith Hill Tank Pump Station	$17,148,000	50%	$8,574,000	$85,740	$8,488,260	$8,659,740
	Subtotal	**$31,268,000**	**-**	**$15,634,000**	**$156,340**	**$15,477,660**	**$15,790,340**
STUDIES/MODELLING							
W23	Project Delivery Strategy	$200,000	35%	$70,000	$700	$69,300	$130,700
W24	SCADA Masterplan and System Upgrades	$2,000,000	35%	$700,000	$7,000	$693,000	$1,307,000
W25	Supply System Computer Model Update	$100,000	35%	$35,000	$350	$34,650	$65,350
W26	Phase 2 Hydrology Study	$1,500,000	35%	$525,000	$5,250	$519,750	$980,250
	Subtotal	**$3,800,000**	**-**	**$1,330,000**	**$13,300**	**$1,316,700**	**$2,483,300**
	TOTAL	**$1,444,372,000**	**-**	**$528,753,850**	**$5,287,539**	**$523,466,312**	**$920,905,689**

Figure 2 - DCC Projects Map (Approximate Locations)

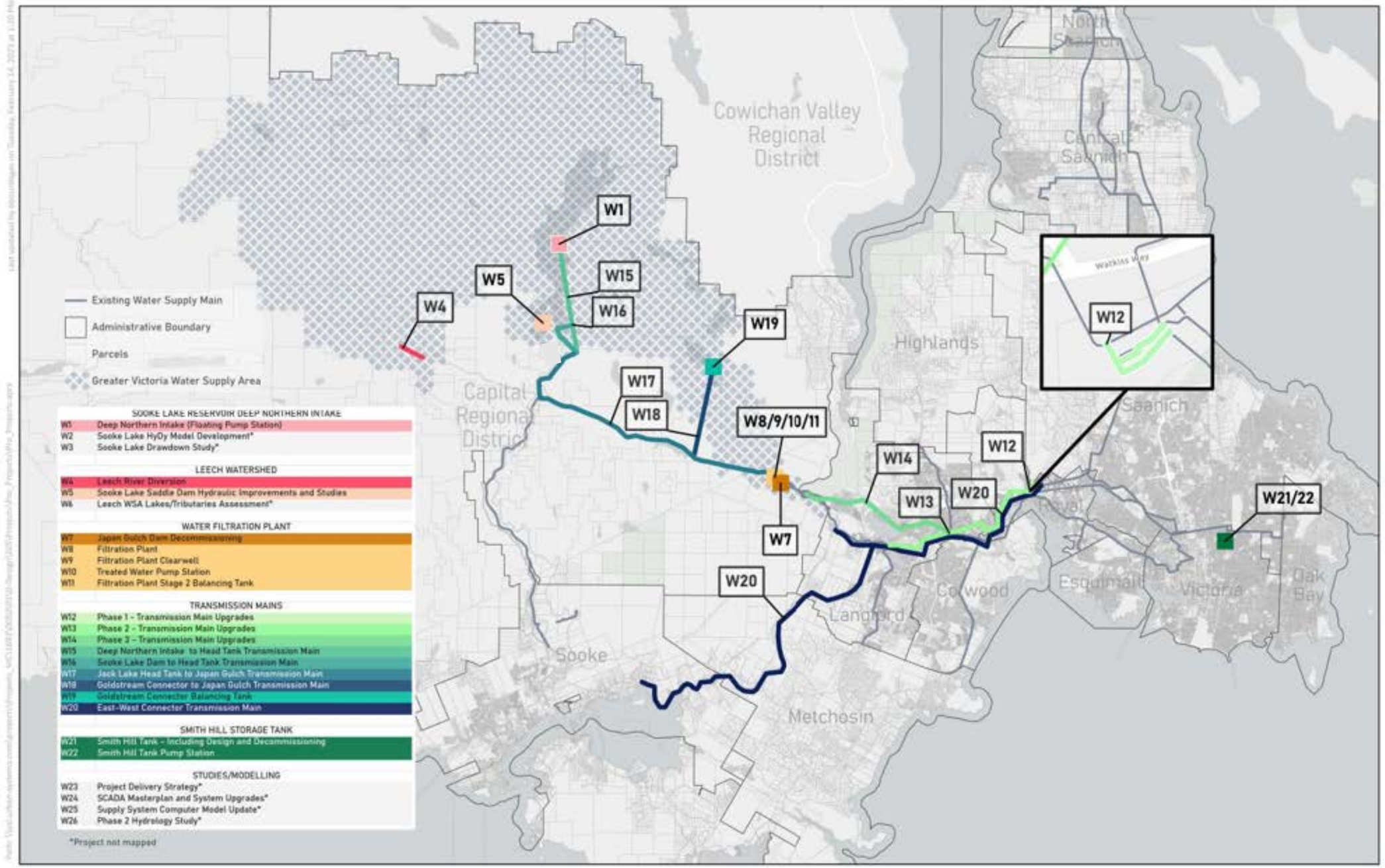


Table 8 - DCC Calculations

30 Year Time Horizon: 2022- 2051

DCC Calculation					
	Col. (1)	Col. (2)	Col. (3)	Col. (4)=(2) x (3)	Col.(5) (4)/(a)
Equivalent Population Estimates	**Unit**	**Estimated New Development**	**Persons per Unit**	**Equivalent Population**	**% Equivalent Population**
Low-Density Residential	per lot (or unit, in the case of a Two-Unit Dwelling)	15,190	3.2	48,608	26%
Medium-Density Residential	per unit	13,640	2.8	38,192	21%
High-Density Residential	per unit	33,800	1.8	60,840	33%
Commercial	per sq.m. GFA	1,480,000	0.012	17,760	10%
Industrial	per sq.m. GFA	2,130,000	0.006	12,780	7%
Institutional	per sq.m. GFA	270,500	0.026	7,033	4%
			Total Equivalent Population:	185,213 (a)	100%
B: Unit Water DCC Calculation					
Net Water DCC Program Recoverable (**Table 7**)		$523,466,312	(b)		
Existing DCC Reserve Monies		$0.00	(c)		
Net Amount to be Paid by DCCs		$523,466,312	(d) = (b) - (c)		
DCCs per Person		$2,826.29	(e) = (d) / (a)		
C: Resulting Water DCCs					**DCC Revenue Estimates**
Low-Density Residential		$9,044	per lot (or unit, in the case of a Two-Unit Dwelling)	(e) X Col. (3)	$137,380,478
Medium-Density Residential		$7,914	per unit	(e) X Col. (3)	$107,941,804
High-Density Residential		$5,087	per unit	(e) X Col. (3)	$171,951,701
Commercial		$33.92	per sq.m. GFA	(e) X Col. (3)	$50,194,974
Industrial		$16.96	per sq.m. GFA	(e) X Col. (3)	$36,120,032
Institutional		$73.48	per sq.m. GFA	(e) X Col. (3)	$19,877,323

4.2 DETERMINING BENEFIT FACTORS

Project benefit allocations are used to determine the extent to which a proposed project benefits future growth versus existing users. Allocations are determined on a project-by-project basis based on:

- Population growth (new vs. existing population); and,
- Project triggers and timing.

Some DCC projects may benefit the population at large, in which case the capital costs (or a portion of them) should be shared by the entire region. Other projects will only benefit new growth, in which case the new users benefiting from these services will pay most of the project costs.

The benefit allocation of each DCC-eligible project was evaluated on a scale of 35% to 100%. Three approaches were used, which include:

1. **Baseline – Benefit to the Population at Large (35%)**: Primarily benefits existing development, but will also add capacity that proportionately benefits and supports the future population of the region, which is expected to grow by approximately 35% over the next 30 years.
2. Rule of Thumb:
    - **50%** - Benefits both existing development and new growth by adding capacity that benefits and supports the current and future population of the region.
    - **100%** - Allocated to projects required only to increase capacity due to growth or to service growth (i.e., this project would not be built without growth).

Note: The Leech Watershed project and its components (W4, W5, and W6) represent an entirely new water supply source that would not be required if growth were not to occur and would be used to service only new population in the CRD. As such, it is assigned a benefit factor of 100%.

4.3 USE OF MUNICIPAL ASSIST FACTOR

The CRD has opted for a 1% Municipal Assist Factor (MAF) for the Water DCC program.

To reduce the initial impact of the DCC rates on development viability, the CRD Board may opt to increase the MAF percentage and reduce it annually, as desired. The CRD Board did not opt to proceed with a phase-in of the DCC rates in the initial years of program implementation.

When setting the MAF, the CRD Board considered the impact of the proposed rates on the viability of new development as well as infrastructure needs over the course of the proposed program's time horizon of 30 years.

5.0 DCC RATES

5.1 DCC SUMMARY COSTS

DCC costs and rates are determined by applying the key elements, growth projections, and equivalencies described earlier in this report to projects that are determined to be DCC eligible and expected to be built within the specified DCC timeframe. A summary of the DCC costs for the RWS service is provided in **Table 6**.

Table 9 - DCC Program Overview and Capital Costs[2]

Total Capital Costs	Benefit Allocation	Assist Factor	DCC Recoverable Program Costs	CRD Costs [1]
$1,444.4 M	35% - 100%	1%	$523.5 M	$920.9 M

(1) *Includes assist factor and portion allocated to existing development.*
(2) *Numbers may not add due to rounding.*

5.2 INTEREST ON LONG-TERM DEBT

No interest on long-term debt is included in the RWS DCC program.

5.3 PROPOSED DCC RATES

A summary of proposed DCC rates for all land use categories are shown in **Table 10** below.

Table 10 - Proposed DCC Rates

Land Use	Unit	Rate
Low-Density Residential *(Single Family, Two-Unit Dwellings)*	Per lot (or unit, in the case of a Two-Unit Dwelling)	**$9,044**
Medium-Density Residential *(Triplex, Fourplex, Townhouse, Manufactured House)*	Per unit	**$7,914**
High-Density Residential *(Apartment)*	Per unit	**$5,087**
Commercial	Per sq.m. GFA	**$33.92**
Industrial	Per sq.m. GFA	**$16.96**
Institutional	Per sq.m. GFA	**$73.48**

6.0 POLICY CONSIDERATIONS AND DECISIONS

This section provides information that will guide implementation of the proposed RWS DCC Bylaw.

6.1 FINANCIAL FEASIBILITY

When setting DCCs, the *LGA* requires local governments to consider whether the charges will: deter development; discourage the construction of reasonably priced housing; or, discourage the provision of reasonably priced serviced land.

The impacts of the new DCC rates will vary depending between unit types and locations between the CRD. Generally, they represent minor changes to overall development costs and are not seen to be a meaningful driver of development unviability.

6.2 CONSULTATION WITH INTERESTED PARTIES

Although the *LGA* does not require a consultation process with interested parties, the Best Practices Guide does suggest an opportunity for consultation be included as part of the formulation of a DCC program. The purpose of such a process is to allow interested parties to offer comments and input on the proposed DCC. The Best Practices Guide does not set a recommended format to be followed for public participation; instead, the type of public participation is up to the discretion of the CRD.

The CRD remained committed to ensuring that Municipal staff, Councils, the public, and other interested parties were informed at all major stages in the development of the Regional Water Supply (RWS) DCC program. During the earlier program development stages, 14 municipal (including CRD Electoral Areas) workshops and 13 municipal Council meetings were held, in addition to the broader consultation outlined below.

The first stage of consultation with interested parties was conducted between May and July 2024. Engagement included two information sessions, one with the public on June 19, 2024 and one with the development community on June 20, 2024. These sessions consisted of a presentation led by the project team about the proposed program and rates, followed by a Q&A period. There were approximately 45 attendees at each session, in addition to CRD staff and consultants.

For those unable to attend the sessions, a 10-question survey, recordings of previous presentations, background documents and an FAQ document was hosted on the CRD's Get Involved page from May 29, 2024 to July 5, 2024.

Key themes raised through the consultation opportunities included:

- Comments regarding the total project costs included in the proposed DCC program potentially being too high

- Comments regarding the impact of the proposed DCC on housing affordability throughout the region
- Questions regarding the possibility of incorporating alternative funding strategies (e.g., grants, taxation, user rate adjustments) to off-set the proposed DCCs
- Questions regarding the possibility of conducting an economic analysis on the proposed DCCs to determine their impact on the regional housing market
- Questions regarding projects identified in the 2022 Regional Water Supply Master Plan
- Questions regarding the preparation of the DCC program (e.g., rate calculation, project timeline, growth projections)

In the Fall of 2024, an additional opportunity for feedback on the draft *Regional Water Supply Development Cost Charge Background Report* and the proposed DCC program was provided to interested parties. The report and an accompanying survey were published on the CRD's Get Involved RWS DCC webpage from October 10, 2024 to November 9, 2024.

Following the closure of the survey in November 2024, the CRD received additional correspondence from the Urban Development Institute (UDI). The UDI provided feedback and expressed concerns with the proposed DCC program.

In September 2025, the UDI provided the CRD with an economic analysis report which explored the status of the development industry in the CRD and the impacts of the proposed DCCs on development.

The CRD has also held ongoing communications with, and received feedback from, local First Nations on the applicability and impact of DCCs on reserve, treaty, and fee simple lands.

Transcripts and summaries of all conducted engagement opportunities were provided to the RWSC and CRD Board for review. CRD staff, the RWSC, and the CRD Board have taken the above feedback into consideration when setting the DCC rate and assist factor. All engagement materials are included in **Appendix D**.

6.3 BYLAW EXEMPTIONS

The *LGA* is clear that a DCC cannot be levied if the proposed development does not impose new capital cost burdens on the Regional District, or if a DCC has already been paid in regard to the same development. However, if additional further expansion for the same development creates new capital cost burdens or uses up capacity, the DCCs can be levied for the additional costs (i.e., net increase).

The *LGA* further restricts the levying of the DCC at the time of approval for a building permit if:

- The building permit is for a church or place of public worship as per the *Community Charter*; or

- The value of the work authorized by the building permit does not exceed $50,000 or a higher amount as prescribed by bylaw; or
- Unit size is no larger than 29 sq.m. and only for residential use.

Changes to the *LGA* allow local governments to charge DCCs at the time of application for building permit on residential developments of fewer than four self-contained dwelling units, if such a charge is provided for in the Regional District's DCC bylaw. The CRD's existing DCC Bylaws specify the elimination of this exemption for residential developments of fewer than four self-contained dwelling units, resulting in the Regional District levying DCCs for development of three self-contained dwelling units or less.

6.4 DCC WAIVERS OR REDUCTIONS

Changes to the *LGA* in 2008 provide local governments with the discretionary authority to waive or reduce DCCs for certain types of development to promote affordable housing and low impact development. The CRD considered providing waivers or reductions when the existing DCC Bylaws for Juan de Fuca and Saanich Peninsula were developed and chose to continue to not provide any waivers/reductions.

The CRD is currently exploring the possible implementation of a DCC Waivers or Reductions grant program or Bylaw.

6.5 COLLECTION OF CHARGES – SUBDIVISION AND BUILDING PERMIT

Local governments can choose to collect DCCs at the time of subdivision approval or building permit issuance. Of the two possible collection times, subdivision approval occurs earlier in the process. It is expected municipalities will collect DCCs on behalf of the CRD. DCCs will be collected for Low-Density Residential Development at time of subdivision approval (for Single Family uses) or building permit issuance (for Two-Unit Dwellings). Collecting DCCs early will allow the CRD to ensure timely provision of infrastructure and services. DCCs for Medium- and High-Density Residential Development will be collected at time of building permit issuance when the final number of units is known. Non-residential land uses will also be levied DCCs at time of building permit issuance when gross floor area will be known, which results in more equitable distribution of growth costs.

6.6 COLLECTION OF DCCS ON REDEVELOPED OR EXPANDED DEVELOPMENTS

When an existing building or development undergoes an expansion or redevelopment there is usually a burden on DCC related infrastructure. In such cases, the applicant will be required to pay the applicable DCCs based on the additional number of new units or floor area for each land use type, as appropriate, at the DCC rates in the proposed DCC bylaw. DCCs are only levied on the new development/building area.

Examples of collecting DCCs on redeveloped or expanded developments are as follows:

- If a single family residential unit is replaced by another single family residential unit then no additional DCCs are payable as there is no new burden.
- If a subdivided lot, which has already paid a DCC, is developed into a Two-Unit Dwelling, only one (1) additional DCC would be collected at time of building permit.
- If a lot is subdivided into two, for example, to construct two small lot single family residential units, then DCCs are payable on the one additional single family residential lot.
- If a multi-family residential development is replaced by another multi-family residential development with the same unit mix and number of units, then no additional DCCs are payable.

6.7 IN-STREAM APPLICATIONS

Should the proposed DCC Bylaw be adopted, rates will be in force immediately at time of DCC Bylaw adoption; however, the *LGA* provides special protection from rate increases for development applications that are submitted prior to the adoption date. There are two ways a developer can qualify for protection from the DCC rates:

1. Pursuant to section 511 of the *LGA* (subdivision).

   If the DCC Bylaw is adopted after a subdivision application is submitted and the applicable subdivision fee is paid, the new DCC Bylaw has no application to the subdivision for 12 months after the DCC Bylaw is adopted. As such, if the subdivision is approved during the 12 months' grace period, no DCC rates apply since this is a new DCC fee. This only applies in cases where DCCs are levied at subdivision.

OR

2. Pursuant to section 568 of the *LGA* (building permits).

   The DCC Bylaw is not applicable to a construction, alteration or extension if: (a) a building permit is issued within 12 months of the DCC Bylaw adoption, AND (b) either a building permit application, a development permit application or a rezoning application associated with the construction (defined as "precursor application") is in stream when the DCC Bylaw is adopted, and the applicable application fee has been paid. The development authorized by the building permit must be entirely within the area subject to the precursor application.

The above is a summary of sections 511 and 568 of the *LGA* and not an interpretation or an explanation of these sections. Developers are responsible for complying with all applicable laws and bylaws and seeking legal advice as needed.

6.8 PAYMENT BY INSTALMENT

Where DCCs or ACCs are $50,000 or greater, the applicant may elect to pay by instalments (over 4 years), provided that:

- Payments are secured with a suitable form of security, such as a Letter of Credit (LOC) or a surety bond for qualified applicants
- Instalments are paid over 4 years as follows:
    - 25% of the total DCCs payable will be due at subdivision or building permit approval
    - The remaining 75% will be due at time of occupancy or within four years, whichever is earlier

6.9 DCC CREDITS AND REBATES

The CRD has an established JdF WDS DCC Credits Policy that specifies when the CRD will provide a DCC credit and the parameters of how a credit is calculated. This Credit Policy aligns with the use of DCC credits and rebates as stipulated in the *LGA* and referenced in the Best Practices Guide. However, given the scale and nature of the Regional Water Supply service and DCC project list, it is not anticpated that developers will be involved in the delivery of any of the proposed RWS DCC projects. Though if this were to occur, it is expected a similar approach to credits as used for the JdF WDS will be applied to the RWS service.

6.10DCC MONITORING AND ACCOUNTING

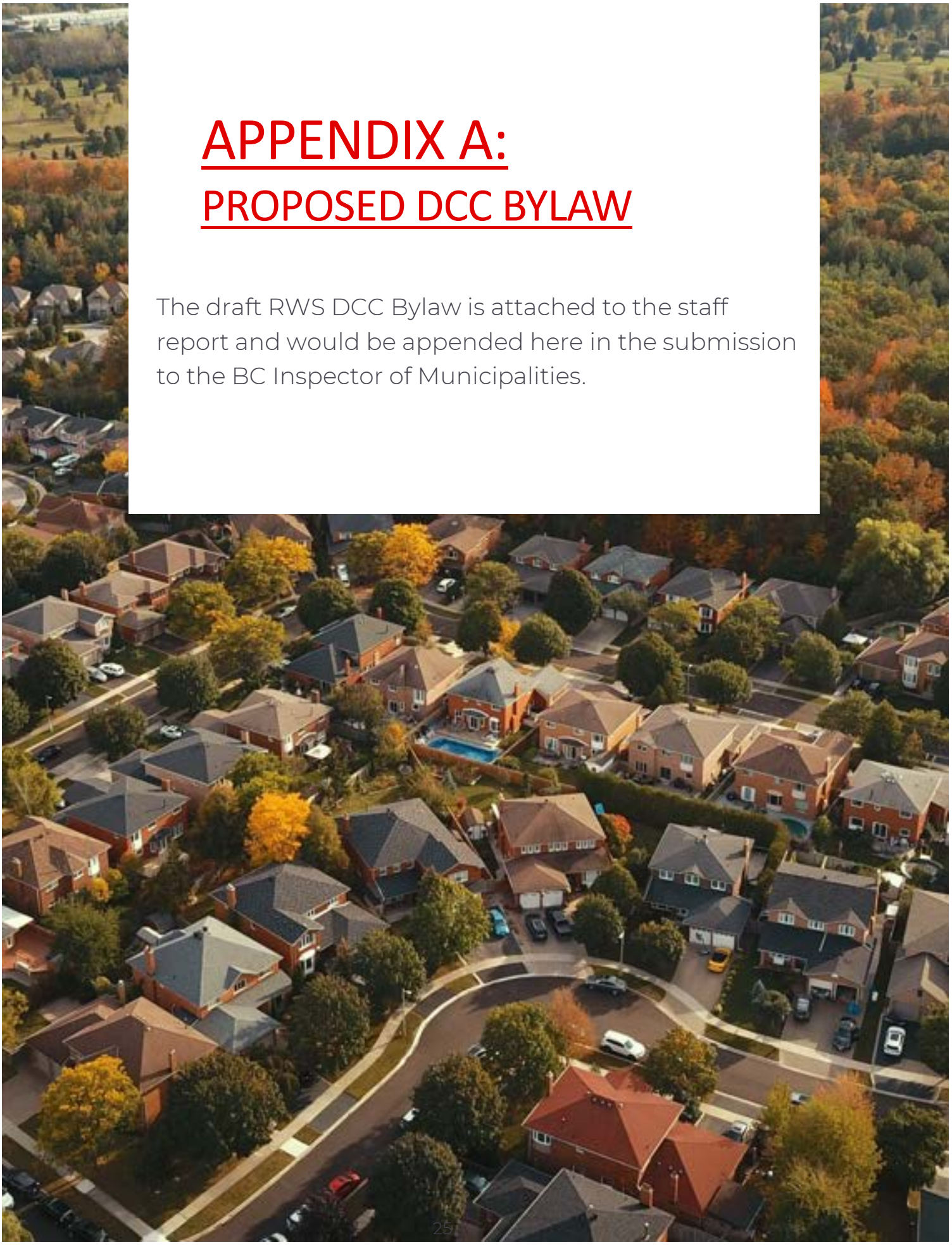
In order to manage the DCC Program, the CRD should enter all the projects contained in the DCC program into its management system (as currently used for the Juan de Fuca Water Distribution System DCC and the Saanich Peninsula Water and Wastewater DCC). The system would monitor the status of the project from the conceptual stage through to its final construction. The system would include information about the estimated costs, the actual construction costs, and the funding sources for the projects. The construction costs would be based on the tender prices received, and the land costs based on the actual price of utility areas and or other land and improvements required for servicing purposes. The system would indicate when projects are completed, their actual costs, and would include new projects that are added to the program.

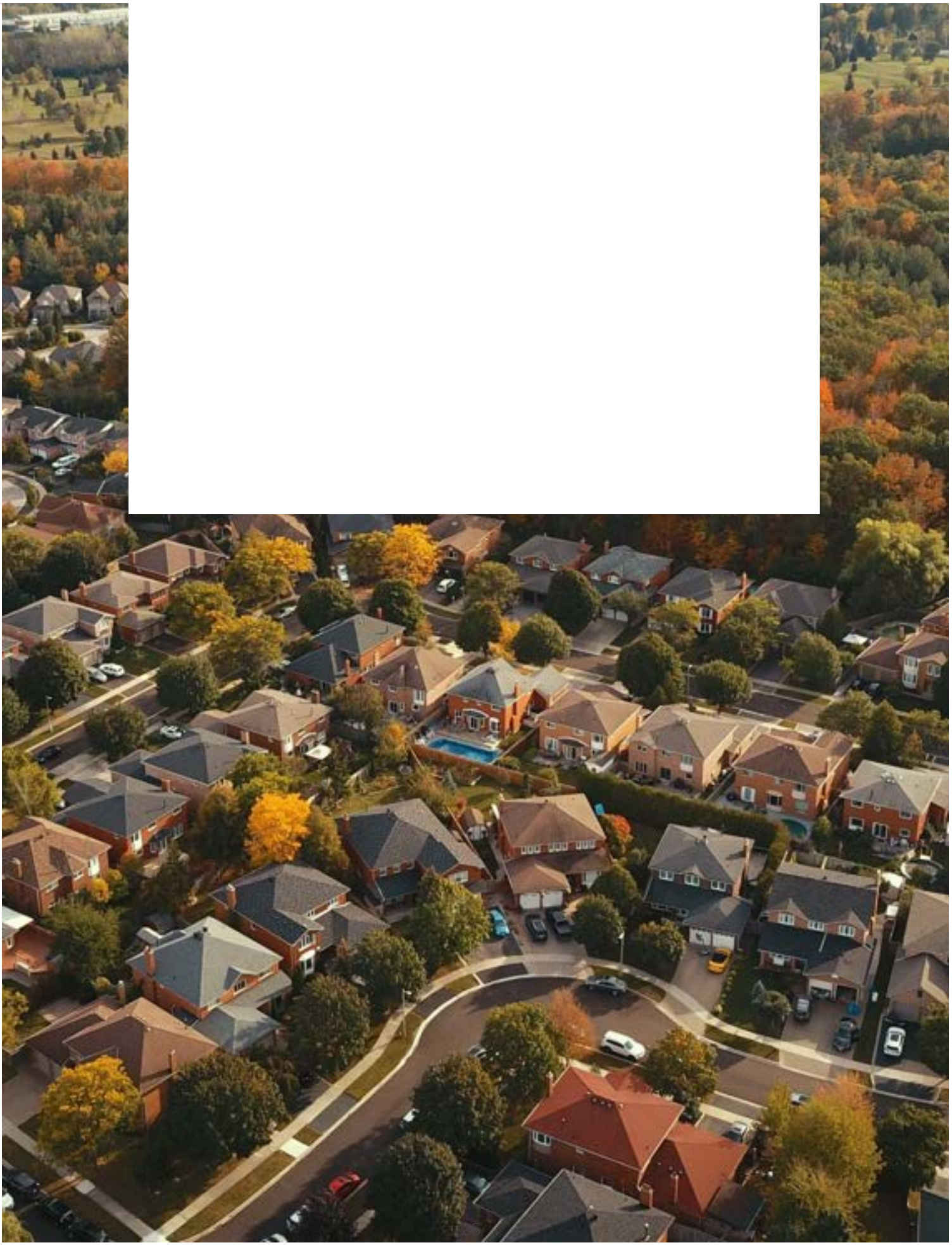
6.11 DCC REVIEWS

It is recommended that the CRD review the proposed RWS DCC program annually to monitor changes in project status, costs, or growth. Based on its annual review, the CRD may make minor amendments to the DCC rates. Typically, a major amendment to the DCC program and rates is needed every 3 – 5 years. These review processes will mirror those followed for other regional CRD DCCs.

APPENDIX A:
PROPOSED DCC BYLAW

The draft RWS DCC Bylaw is attached to the staff report and would be appended here in the submission to the BC Inspector of Municipalities.





Development Cost Charge (DCC) Submission Summary Checklist

(to be completed by local government)

DCC BYLAW(S) No. 4658
Capital Regional District (CRD)

IS THIS A:
☒ **New DCC Bylaw**
☐ **Major DCC Bylaw Amendment**
☐ **Minor DCC Bylaw Amendment**

Please complete the following checklist by marking the appropriate boxes and providing references to background material and other information required for approval of a DCC Bylaw by the Inspector of Municipalities.

If DCCs are established on a basis other than those set out in the *Development Cost Charges Best Practices Guide*, please provide a brief explanation for the approach being used. If space is insufficient, please reference pages in the information submitted to the Inspector of Municipalities where these matters are described or append additional pages as necessary.

	DCC Recommended Best Practice	Submission Page Reference
1.	Did the development of this DCC Bylaw include: ☒ a full public consultation process as described in the *Development Cost Charges Best Practices Guide*? ☒ input from stakeholders? ☐ council/board input only?	p. 20-21

	Between May 2024 to December 2025, the CRD conducted a full public consultation process and requested input from interested parties as follows:
	• Staff
	  ○ 14 workshops with each Member Municipality's staff
	• Councils and Elected Officials
	  ○ 13 meetings with each Member Municipality's Council (and a meeting with elected officials from Juan de Fuca Electoral Area A)
	  ○ Attendance at 6 Regional Water Supply Commission meetings
	• Public
	  ○ 1 virtual information session (delivered via Zoom)
	  ○ 2 online surveys hosted on the CRD's Get Involved webpage (1 regarding the proposed RWS DCC program, 1 regarding the proposed RWS DCC draft background report)
	• Development Community	

	DCC Recommended Best Practice	Submission Page Reference
	○ 1 virtual information session (delivered via Zoom) ○ 2 online surveys hosted on the CRD's Get Involved webpage (1 regarding the proposed RWS DCC program, 1 regarding the proposed RWS DCC draft background report) The CRD has also held ongoing communications with, and received feedback from, local First Nations on the applicability and impact of DCCs on reserve, treaty, and fee simple lands.	
2.	Are DCCs established: ☒ on a municipal-wide basis? **(Region-wide)** ☐ on an area specific basis?	p. 2, 9
	All DCC projects included within this program service municipalities within the Regional Water Supply service area, which include all local governments within the Capital Regional District. The DCC is therefore charged system-wide (or region-wide) based on infrastructure that is reasonably expected to service the whole network to meet growth needs in all member municipalities.	
3.	Is the DCC program: ☒ a revolving program -- **30** Years to Renewal? ☐ a build out program Years to Completion? ☐ other?	p. 2
	The timeframe for the CRD's Regional Water Supply DCC program extends 30 years to align with the Regional Growth Strategy and RWS 2022 Master Plan time frames.	
4.	Are DCCs for single-family land uses being collected, at the time of: ☒ subdivision? ☐building permit issuance?	p. 3
	DCCs are levied on low density residential uses at time of subdivision. It is easiest to collect DCCs for these uses at subdivision.	
5.	Are residential DCC categories established on the basis of: ☒ density gradient? ☐ building form? ☐ other?	p. 3
	Residential DCCs were established on a density gradient to reflect best practices and ensure fairness in the application of DCCs. Medium and high density residential uses are based on a differentiation between building form (ground-oriented vs. non-ground-oriented dwelling units).	
6.(a)	Are residential DCCs imposed on the basis of: ☒ development units? ☐ floor space?	p. 3

	DCC Recommended Best Practice	Submission Page Reference
	☐ other?	
	The residential categories for the DCC were established based on development lots and units to ensure fairness in the application of DCCs, as well as to be consistent with growth projections.	
6.(b)	Are commercial and institutional DCCs imposed on the basis of: ☒ floor space? ☐ other?	p. 3
	Commercial and institutional DCCs are imposed on the basis of floor space (gross floor area), which includes only the building footprint.	
6.(c)	Are industrial DCCs imposed on the basis of: ☐ gross site area? ☒ other? **(per square metre of Gross Floor Area)**	p. 3
	Industrial DCCs are levied on a floor space basis, which includes only the building footprint. This is seen as fairer than charging for the developed area of industrial developments.	
7.(a)	Does the DCC Bylaw clearly allow DCCs to be levied at the building permit stage on fewer than four (4) self-contained dwelling units according to section 561 (6) of the *Local Government Act*? ☒ Yes. Bylaw section **3.2** ☐ No. DCCs will not be levied on building permits for fewer than four (4) self-contained dwelling units.	p. 21-22
7.(b)	Does the DCC Bylaw provide an exemption for the value of work authorized by permit that is greater than $50,000? ☐ Yes. Bylaw section #___ ☒ No	p. 21-22
7.(c)	Does the DCC Bylaw provide an exemption for self-contained dwelling units with an area authorized by building permit that is greater than 29 square metres? ☐ Yes. Bylaw section #___ ☒ No	p. 21-22
8.	Is the DCC Program consistent with: ☒ the *Local Government Act*? ☒ the Regional Growth Strategy (if any)? ☒ the Official Community Plan? ☒ the Master Servicing/Management Plans? ☒ an Affordable Housing Policy? ☒ a Five-Year Financial Plan?	p. 7
	The DCC program has been developed to be consistent with the above documents, as well as additional CRD documents, municipal Official Community Plans, and Neighbourhood Plans.	

	DCC Recommended Best Practice	Submission Page Reference
9.	Are DCC recoverable costs, consistent with policy in the *Development Cost Charges Best Practices Guide*, clearly identified in the information submitted with the DCC Bylaw: ☒ cost allocation between new and existing? ☒ grant assistance? ☒ developer contribution? ☒ assist factor? ☒ interim financing? ☐ other?	p. 2, 14-15, 19
	If not selected, why not? N/A	
10.	Confirm all projects in the DCC program are owned or controlled by this local government and will be capitalized on its financial statements. ☒ Yes ☐ No	p. 13
	If No, please explain.	
11.	Is capital cost information provided for *(select all that apply)*: ☐ roads? **N/A** ☐ storm drainage? **N/A** ☐ sanitary sewer? **N/A** ☒ water? ☐ fire protection? **N/A** ☐ police? **N/A** ☐ solid waste and recycling? **N/A** ☐ parkland? **N/A** ☐ parkland improvements? **N/A**	ref. p. 14-15, 19
12.	Has a detailed listing of parkland improvements been included to confirm items fall within allowable categories listed in sec. 566 (2)(b)(ii) of the *Local Government Act*? ☐ Yes ☒ No	
	If No, please explain. This regional DCC only includes a water program.	
13.	Are DCC recoverable costs which include interest clearly identified in the DCC documentation as follows (*select all that apply)*: ☒ interest on long-term debt is excluded for all projects? ☐ for specific projects, interest on long-term debt is included? If interest on long-term debt in included for specific projects, does the DCC submission include:	p. 2, 19

	DCC Recommended Best Practice	Submission Page Reference
	☐ clear identification of which projects have interest included? ☐ the portion of project cost that is for interest cost? ☐ a council/board resolution authorizing the use of interest? ☐ confirmation that the interest applied does not exceed the Municipal Finance Authority (MFA) rate or if borrowing has already been undertaken, the actual rate providing it does not exceed the MFA rate? ☐ confirmation that the amortization period does not exceed the DCC program time frame? ☐ evidence that the current DCC reserve fund balance is insufficient for the work in question? ☐ demonstration that the project is an exceptional circumstance (fixed capacity, out-of-sequence, or greenfield)? ☐ evidence of public consultation and disclosure in the financial plan and DCC report regarding inclusion of interest?	
14.	Does the assist factor reflect: ☒ the community's financial support towards the financing of services for development? ☒ consideration that DCCs will not deter development? ☐ other?	p. 2, 18
	The assist factor reflects extensive discussion with the Regional Water Supply Commission, the CRD Board, staff, and interested parties; DCC best practices and precedents set by other regional bodies and municipalities were also taken into consideration.	
15.	Has an assist factor been provided for: ☐ roads? Assist factor **N/A** ☐ storm drainage? Assist factor **N/A** ☐ sanitary sewer? Assist factor **N/A** ☒ water? Assist factor **1%** ☐ fire protection? Assist factor **N/A** ☐ police? Assist factor **N/A** ☐ solid waste and recycling? Assist factor **N/A** ☐ parkland? Assist factor **N/A** ☐ parkland improvements? Assist factor **N/A**	p. 2, 19
16.	Is a DCC monitoring system established to provide a clear basis for the tracking of projects and the financial status of DCC accounts: ☐ in place? ☒ to be set up?	p. 24
	The RWS DCC will be tracked and monitored using systems based on those already in place for the CRD's existing regional DCC programs (the Juan de Fuca Water Distribution System (WDS) DCC and the Saanich Peninsula Water and Wastewater DCC).	

	DCC Recommended Best Practice	Submission Page Reference
17.	Is a suitable period of notification before a new DCC Bylaw is in effect, known as a grace period, provided for: ☒Yes **(The proposed DCC Bylaw has an effective date of adoption set for April 2, 2027, as per the attached Bylaw)** ☐No	p. 23
18.(a)	Does the DCC Bylaw set out the situations in which a DCC credit or rebate are to be given? ☐ Yes ☒ No	p. 24
18.(b)	if No, has the council/board adopted a policy statement that clearly identifies situations in which a DCC credit or rebate should be given or would be considered by council/board? ☐ Yes ☒ No If Yes, a copy of the policy statement is included with this submission.	ref. N/A
	If No, why not? The CRD is currently in the process of determining whether to proceed with the creation of a policy for DCC credits, rebates, or grants. It is not anticipated that developers will be involved in the delivery of the proposed RWS DCC projects. If this were to occur, it is expected to be a similar approach to credits as outlined in the Juan de Fuca WDS DCC's Credit Policy.	
19.	In a separate bylaw, are any DCC waivers or reductions on eligible development provided, or will be provided, according to section 563 of the *Local Government Act*? ☒ No. Waivers and reductions will not be provided. **(The CRD is in the process of determining whether to proceed with the creation of a DCC Waivers or Reductions Bylaw)** ☐ Yes. Bylaw #____ If yes, the amount of DCCs waived or reduced should be recovered from existing users and not future development.	p. 22
20.	Has a process been established to provide for minor routine amendments to the DCC Bylaw to reflect changes in construction or other capital costs: ☒ Yes ☐ No ☐ other	p. 24
	The proposed process for minor updates is outlined in the RWS DCC background report, which recommends minor updates every 1-3 years based on need and is aligned with existing processes for other regional DCC bylaws.	
21.	Has a process to provide for major amendments to the DCC bylaw, involving a full review of DCC issues and methodology, to be completed not more than once every five years: ☒ been established? ☐ not considered necessary? ☐ other?	p. 24

	DCC Recommended Best Practice	Submission Page Reference
	The CRD has regional DCC bylaws with established processes for major updates, which are undertaken every 5 years. As outlined in the RWS DCC background report, the RWS DCC's proposed process for major amendments will be similar to those used for the existing regional DCC bylaws.	
22.	Has the council/board properly considered whether the DCCs: ☒ are excessive in relation to the capital cost of prevailing standards of service? ☒ will deter development? ☒ discourage the development of reasonably priced housing or serviced land?	p. 2, 18, 20-21
	The CRD Board and the Regional Water Supply Commission have reviewed the DCC program and considered the impacts of the DCCs on development.	
23.	Does the local government have an adopted Amenity Cost Charge Bylaw? ☐ Yes ☒ No If Yes, what is the charge for single family residential? $ Bylaw #	
	Contact _____ Position _____ Phone _____ *Signed by _____ Position _____ _____ (*signature of the Head of Engineering, Finance or Planning.) Signed by (second signature optional) _____ Position _____Date _____	

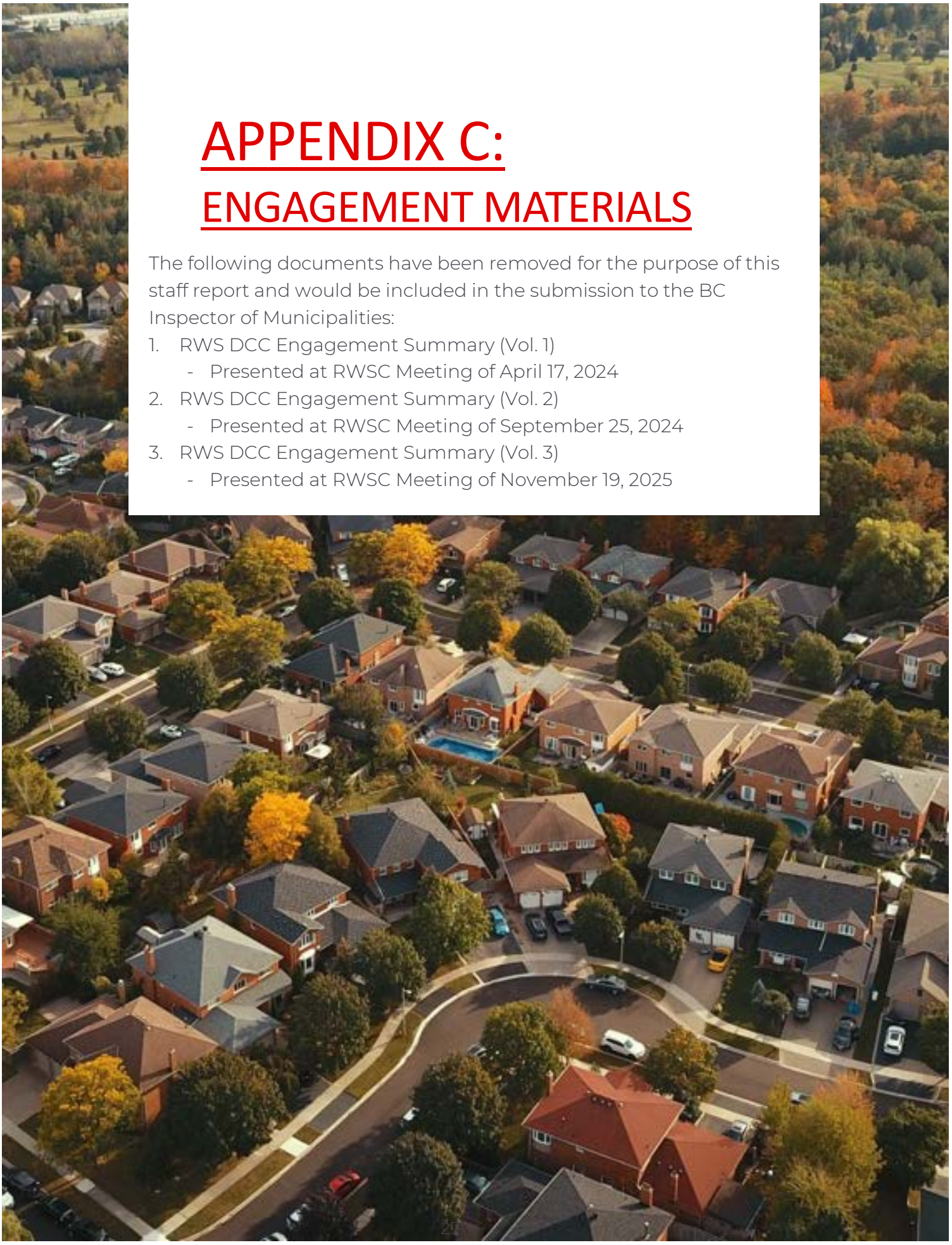
Summary of DCCs			
Charges	**Existing ($)**	**Proposed ($)**	**% Inc/(Dec)**
Water	$0	$9,044	N/A
Sewer			
Drainage			
Road			
Fire			
Police			
Solid Waste and Recycling			
Parkland Acquisition and Improvement			
TOTAL	$0	$9,044	

*Note: the above rate is for the Low-Density Residential category.

APPENDIX C:
ENGAGEMENT MATERIALS

The following documents have been removed for the purpose of this staff report and would be included in the submission to the BC Inspector of Municipalities:

1. RWS DCC Engagement Summary (Vol. 1)
   - Presented at RWSC Meeting of April 17, 2024
2. RWS DCC Engagement Summary (Vol. 2)
   - Presented at RWSC Meeting of September 25, 2024
3. RWS DCC Engagement Summary (Vol. 3)
   - Presented at RWSC Meeting of November 19, 2025



RWS DCC Program and Bylaw
Summary of Previous and Planned Staff Reports (Updated Dec. 2025)

Governing Body	Date	Staff Report Title	Staff Report (link)	Minutes (link)
Past:				
WAC	28-Mar-23	Proposed Regional Water Supply Service Development Cost Charge Program and Bylaw	Meeting Agenda	Meeting Minutes
RWSC	17-May-23	Proposed Regional Water Supply Service Development Cost Charge Program and Bylaw	Meeting Agenda	Meeting Minutes
RWSC	20-Mar-24	Proposed Regional Water Supply Service Development Cost Charge Program and Bylaw	Meeting Agenda	Meeting Minutes
RWSC	17-Apr-24	Proposed Regional Water Supply Service Development Cost Charge Program and Bylaw	Meeting Agenda	Meeting Minutes
RWSC	25-Sep-24	Proposed Regional Water Supply - Development Cost Charge Program and Bylaw Update	Meeting Agenda	Meeting Minutes
RWSC	20-Nov-24	Regional Water Supply Development Cost Charges Waivers or Reductions Options	Meeting Agenda	Meeting Minutes
CRD Board	12-Feb-25	Canada Housing Infrastructure Fund (CHIF)	Meeting Agenda	Meeting Minutes
RWSC	19-Nov-25	Proposed Regional Water Supply Service Development Cost Charge Program and Bylaw – Engagement Summary	Meeting Agenda	Not yet available
RWSC	19-Nov-25	Proposed Regional Water Supply Service Development Cost Charge Program and Bylaw – Update and Next Steps	Meeting Agenda	Not yet available
Planned:				
RWSC	21-Jan-26	Proposed Regional Water Supply Service Development Cost Charge Program and Bylaw	-	-
CRD Board	TBD (2026)	Three Readings of RWS DCC Bylaw and submission to the BC Inspector of Municipalities	-	-
CRD Board	TBD (2026)	Adoption of RWS DCC Bylaw	-	-
RWSC	TBD (2026)	RWS DCC Waivers or Reductions Bylaw	-	-
CRD Board	TBD (2026)	RWS DCC Reserve Bylaw Adoption		

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REPORT TO REGIONAL WATER SUPPLY COMMISSION
MEETING OF JANUARY 21, 2026

SUBJECT **Leech Restoration Project Closeout Report**

ISSUE SUMMARY

To provide the Regional Water Supply Commission with a report on the capital project to restore and prepare the Leech Water Supply Area (WSA) forests and lands for future water supply.

BACKGROUND

The Leech WSA (9,628 hectares (ha)) was acquired by the Capital Regional District (CRD) in 2007 and 2010 to control the use and management of the watershed lands that will provide future source water for the Regional Water Supply System. At the time of purchase, the Leech WSA was approximately 95% harvested and planted, and had an extensive network of temporary and permanent gravel roads.

From 2008 to 2009, a consultant consortium worked with CRD staff to recommend restoration priorities for the Leech WSA. These recommendations were presented to the Regional Water Supply Commission (Commission) and a plan for capital ($5.756 million total) and operating funding (escalating up to $437,500 per year) for 16 years to 2025 was approved to fund the restoration activities (Appendix A).

In 2015, CRD staff developed the report: *Leech Water Supply Area: An Assessment for Source Water Protection and Land Management* (Leech Report) based on the work the consultant consortium had done. Priorities with recommendations were set out in the following risk categories: roads, soil erosion and slope stability, reforestation and forest health, wildfire protection and forest fuel management, security, wildlife and invasive plants. In addition to the assessment of conditions and risks, recommendations on water quality, hydrology monitoring and First Nations interests were also included.

The Commission previously received progress updates detailing the restoration activities and budget performance from 2009 to 2012 (RWSC 2013-17) and 2013 to 2018 (RWSC 2019-13). This report provides an overall summary and review of the capital initiative since its inception in 2009 and plans for closeout of the capital project in 2026.

In terms of ecological restoration, the Leech WSA will still take decades to re-grow back into a forest comparable to the area before forest harvesting; however, the area is well on its way to hydrologic recovery, growing reasonably, and the most important management interventions have all been completed.

PROGRESS ON PRIORITIES IDENTIFIED IN 2009

The following summarizes the management activities undertaken relative to the recommendations in the 2015 Leech Report. Appendix B provides a photographic comparison of the Leech WSA in 2007 at the time of acquisition and 2023.

1. ROADS

Deteriorating roads and drainage structures were identified as major risks to water quality, environmental values and safety in the Leech WSA. Under-designed or poorly constructed/installed and maintained roads and drainage structures have the potential to be a chronic source of sediment into streams and water bodies.

Most of the restoration effort and capital funding for the Leech WSA has gone into upgrading the road network from an extensive temporary road network to a focused permanent road network for ongoing watershed management. This included removal of deteriorated bridges, re-routing a road and bridge out of a floodplain, rehabilitation/deactivation of roads on unstable terrain, replacing undersized culvert stream crossings to larger open bottom culverts or bridges to manage higher peak flows and to ensure fish passage; establishing a quarry to provide rock and materials for upgrades, decontamination of an old gravel pit; and establishing new roads for wildfire protection and access to a new high elevation weather station.

The road network in the Leech WSA was reduced by 75% from 380 kilometers (km) (previously used for industrial forestry) to 95 km. Final road upgrades include reopening and improving 5.5 km of road required to access the West Leech area (scheduled for completion in 2025–2026), and potential future extension into the northern Lazar area. The rest of the temporary road network has naturally revegetated. A final reconnaissance is planned on these naturally revegetated roads to ensure there are no remaining drainage structures that are causing environmental harm or risk.

Objectives in the 2009 assessment have been satisfied by upgrading to a permanent road network that poses less environmental risk, reduces sources of sedimentation, provides reliable and efficient access for watershed management, future water supply infrastructure and wildfire suppression, and improves worker safety on the roads.

In total, $4,629,238 or 67% of the funding spent on the Leech WSA was on roads, bridges and culverts (Table 1 below).

2. SLOPE STABILITY AND SOIL EROSION CONTROL (and REMEDIATION)

The terrain and underlying geology in a large portion of the Leech WSA result in soils that are more erodible and subject to more slope instability than in the rest of the Greater Victoria Water Supply Area (GVWSA). There is a history of small landslides in the steep canyons of the rivers in the Leech River watershed. The goal set out in 2009 was to better understand these risks and decommission/rehabilitate roads on unstable terrain which were seen as the greatest risk.

A Senior Geoscientist was hired in the Watershed Protection division in 2010. The position greatly facilitated completion of detailed assessments and mapping of geology, terrain stability and soil erosion, as well as assessment of the Leech River channel and its major tributaries Cragg Creek and West Leech. All roads on unstable terrain (terrain class 5) have been decommissioned with

re-sloping and contouring where deemed necessary to rehabilitate and reduce risk, supervised by the Senior Geoscientist.

The Leech WSA has a higher level of risk for slope stability and soil erosion inherent with the geology, terrain and soils of the area; however, the goals of the 2009 assessment have been met in terms of quantifying the risks and acting on priority sources of manmade slope instability.

In total, $698,955 or 10% of the funding spent on the Leech WSA was on slope stability, erosion and remediation (Table 1 below).

3. REFORESTATION AND FOREST HEALTH

Reforestation

At the time of purchase of the Leech WSA, 95 % of the forest had been harvested within the last 60 years, with harvesting continuing up until the date of purchase. The goal of restoration was to ensure all sites were adequately reforested and growing to hydrologic recovery, where the ability of the forest to absorb and hold precipitation is largely as it was prior to harvest (considered to be met at 20-meter (m) tree height).

In 2009, stocking surveys of all areas that had been harvested since 1995 were carried out and understocked areas were fill planted. A minor amount of brushing was required to ensure the survival and growth of planted trees. Under climate change scenarios it is expected that Douglas-fir, which was the main tree species planted, will have good survival in a warming climate but that tree species diversity represented by other tree species adapted to cooler moister conditions will decline.

Reforestation has been achieved, and the forests are growing toward hydrologic recovery. In 2010, only 11% of the Leech WSA forest landbase was considered hydrologically effective while in 2023 the area in hydrologic recovery has increased to 28%. The majority of the Leech WSA will have recovered hydrologically in another 10 to 15 years.

The 2009 assessment goal to monitor and manage for successful regeneration of the forest to grow to hydrologic recovery is being met. Monitoring of forest growth will continue with consideration of spacing and thinning treatments in future to maintain forest health and wildfire resilience.

Forest Health

Overall forest health in the Leech WSA is good with forest pests and diseases present at low levels. Annual forest health assessment of the GVWSA including the Leech WSA began in 2007. Over the years minor isolated occurrences of typical forest insects and diseases as well as snow press (seedling deformation and breakage due to heavy snow loading) and chlorosis (yellowing due to nutrient deficiency) have been identified and monitored.

These occurrences have not required treatment or intervention, except for white pine blister rust (a non-native fungal disease), which can cause significant mortality in young white pine trees. Concentrated areas of planted white pine were assessed and priority areas pruned to avoid mortality from white pine blister rust.

The goal of continuing to monitor the health and growth of the regenerating forest stands is being achieved, with intervention when deemed necessary to ensure adequate forest cover and forest health and to maintain tree species diversity as much as possible.

In total, $516,785 or 7% of the funding spent on the Leech WSA has been on Reforestation and Forest Health (Table 1 below).

4. WILDFIRE PROTECTION AND FOREST FUEL MANAGEMENT

The consultant consortium and Leech Report identified wildfire as a major risk and recommended wildfire preparedness and response to prepare for wildfire starts, as well as implementing fuel management and considering prescribed burning in key locations to protect neighboring Sooke WSA. In addition, it recommended to prepare for post wildfire recovery by identifying and mapping areas susceptible to sediment transport and landslide post wildfire.

On purchase, remaining woody debris from the previous owners' harvest was piled and burned. The Leech WSA was quickly brought into the overall wildfire management program of the GVWSA, with patrol routes and seasonal patrollers added under an operating budget uplift, and with capital projects over the years to improve road access for water tenders to Horton Ridge, Survey Mtn, and Leech lakes, and by adding a fire weather station. Initially, it was thought necessary to provide road access throughout the Leech WSA for fire protection, but this was reconsidered and an aviation dependent strategy for inaccessible areas was implemented. Wildfire detection capability was improved first through contract air patrols, but more recently with drones and infrared camera technology on Survey Mountain.

The 2015 GVWSA Wildfire Management Plan fully incorporated the Leech WSA in terms of fire suppression and fuel management strategies including options for planned burning and/or modified wildfire response allowing fire starts to burn naturally where location, size and conditions permit. The regenerating forest stands in the Leech are at a stage where many pose an elevated forest fuel hazard. Silviculture treatments such as juvenile spacing and pruning are being implemented to reduce this hazard, and thinning is being considered going forward to manage for both fuels and forest health and resilience.

To protect the Sooke WSA, a road and shaded fuel break corridor was implemented along Horton Ridge which forms the boundary between the two watersheds. Historical data shows the ridge attracts lightning strikes making access and a fuel break to stop fires from moving between the two watersheds strategically important. This corridor is being maintained and widened in 2025.

Threats associated with wildfire are increasing with climate change (drought, heat, fire behaviour). A modelling project with University of Victoria is assessing the change in forests, wildfire hazard and the effect of fuel reduction treatments. The work will help develop a forward-looking forest management plan for the GVWSA.

In terms of risk of sediment transport and landslides after a wildfire, modeling can also help identify areas at greatest risk and help with prioritizing areas for emergency stabilization mitigation measures. To date such modelling effort has been aimed at the Sooke WSA as a priority and has not yet been completed for the Leech WSA.

Overall, the incorporation of the Leech WSA into the wildfire management program of the GVWSA has been completed. Wildfires in the Leech, which were started by lightning strikes in 2008 and 2024 were controlled before they could cause damage of concern.

Another success has been a closer working relationship with BC Wildfire Service (BCWS) in terms of the service BCWS provides under the Wildfire Response Agreement and the training CRD receives in service to BCWS under the Wildfire Resource Agreement. The CRD also continues to be an active member of the South Island Fire Management Organization which connects wildfire managers and allows partners to share information and assist one another in a first-on-scene situation.

In total, $258,933 or 4% of the funding spent on the Leech WSA has been on Wildfire Protection (Table 1 below). Forest fuel management (Horton Ridge) was completed under a separate capital project and not included in the quoted value.

5. SECURITY

The Consultant Consortium and Leech Report assessed the security of the Leech WSA as a major concern due to the risk of trespass leading to wildfire starts, environmental damage, vandalism, and staff safety concerns. The long history of overlooked or accepted trespassing on private forest lands made the risks more difficult to mitigate at the beginning.

Early strategies to improve security and reduce trespass in the Leech WSA included signage, monitoring, patrols, and public education. In 2016, the Commission and CRD Board's decision to incorporate the Leech WSA into the *Water Supply Area Protection Bylaw* provided greater certainty for management and the ability to enforce unauthorized access. Subsequently, fencing and gates were installed to fully restrict entry. In addition, a No Registration Reserve under the *Mineral Tenure Act* was established, preventing new mining claims from being staked in the Leech WSA.

Other capital projects have further improved security in the Leech WSA, including removal of two abandoned cabins, removal of mining gear and waste, and purchase and elimination of 14 mining claims.

Security concerns in the Leech WSA have been satisfactorily resolved. Trespass incidents in the Leech WSA dropped from 80 in 2010 to just 2 in 2024. Overall security of the area will again be assessed in 2026.

In total, $313,690 or 5% of the funding spent on the Leech WSA has been on Security (Table 1 below).

6. UNDESIREABLE WILDLIFE AND INVASIVE PLANTS

The Consultant Consortium and Leech Report noted risks related to the presence of Scotch broom, an introduced invasive shrub spreading to new areas and the potential presence of animal species that could pose a threat to water quality.

Scotch broom is located along roadways in the Leech WSA. While some roadside brushing has been conducted, this does not eliminate the species from a site. In general, the amount and size of Scotch broom has been declining as the regenerating stands grow and provide more shade.

Surveys have been conducted for animal species of concern. Since 2009, seven beavers have been detected and removed as well as removal of one beaver dam near Weeks Lake, all under Ministry of Environment permit. Monitoring and response to beavers and dams will continue in consultation and under permit with the Ministry of Environment.

Though the consultant's consortium did not consider aquatic invasive animals, plants and organisms, staff have identified this risk as a threat. Known aquatic invasives of concern include watermilfoil, zebra and quagga mussels. The threat has been mitigated through strict disinfection protocols for vessels and equipment entering Leech WSA waterbodies. To date aquatic invasives found in nearby Shawnigan Lake have not been detected in the Leech WSA.

The goal of monitoring and managing undesirable and invasive species in the Leech WSA has been met. The Leech WSA has not undergone a detrimental change in the level of undesirable species, and those that are present are being managed.

Funding to manage undesirable wildlife and invasive species in the Leech WSA has been conducted under operating budgets.

7. HYDROLOGY & WATER QUALITY

Though not given as a separate priority in 2009, the Consultants Consortium and 2015 Leech Report did provide recommendations regarding the potential contribution of the Leech River in terms of water quantity and quality for future water supply. At that time, only two hydrology stations measured water flow and turbidity several kilometers downstream of the Leech tunnel intake which represented Leech River water quantity and quality for future water supply.

A Senior Hydrologist was hired in 2017 to plan, set up and model Leech WSA watershed hydrology as well as work on hydrology of the other WSAs. A Watershed Hydrology Monitoring Plan for the Leech WSA was developed and endorsed by the Commission in 2019 (RWSC 2019-01). The plan was then implemented with capital investment in hydrology and weather monitoring equipment. Bathymetry mapping and biophysical assessment of the main lakes in the Leech WSA was also conducted.

In 2021, a study of Leech WSA water quality and quantity was completed, which answered many of the questions posed in the 2009 assessment, and regular water quality sampling and monitoring in the Leech watershed has continued since that time to monitor for changes. A Watershed Hydrology Technician was hired in 2024 to assist with the expanded and ongoing hydrology monitoring of the GVWSA.

The goal to understand and quantify characteristics of Leech River watershed hydrology and water quality parameters has been achieved and work continues to further monitor and understand the nature of the Leech WSA for future water supply.

In total, $504,889 or 7% of the funding spent on the Leech WSA has been on hydrology (Table 1 below). Water quality monitoring and reporting was conducted under operating budgets.

8. FIRST NATIONS' INTERESTS

At the time of the assessment in 2009, First Nations' interests in the Leech WSA lands were acknowledged as "an integral part in the culture, well-being and sustenance of local First Nations". Assessment recommendations included working toward a cultural assessment of the Leech WSA and providing capacity building opportunity through contract work.

A funding contribution agreement was signed with T'Sou-ke First Nation in 2015 to fund a traditional use study of the Leech WSA (gathering information on the history and use of the area by T'Sou-ke and other First Nations). The proposed study met the goals of the 2009 assessment, but T'Sou-ke's preferred consultant was not available to complete the project and another was not found.

In terms of capacity building, CRD preferentially hired T'Sou-ke crews to complete brushing and planting work under contract between 2009 and 2021 with good success. In 2022, T'Sou-ke discontinued their brushing crew to focus on other opportunities.

In 2018, the Leech WSA Traditional Use Access Agreement was signed with T'Sou-ke Nation. This agreement provides members access for hunting, fishing, gathering and other uses including monitoring conducted by T'Sou-ke Guardians. Collaboration to integrate First Nations' interest in the GVWSA remains ongoing, with priority actions identified in the 2025 Strategic Plan.

Funding for First Nations activities came from operating budgets rather than the capital project.

BUDGET PERFORMANCE

Capital

The following table provides a summary of the capital expenditures by priority area from 2009 to 2025. In total, $6,922,490 has been spent on capital works in the Leech WSA since 2009, with a total of $4,775,372 spent in the Leech Restoration capital account.

Table 1: Leech Restoration Capital Expenditures by Category 2009 to 2025

Restoration Priority	Leech Restoration Capital ($)	Other Leech Capital ($)	Total Capital ($)	%
Roads	3,984,444	644,794	**4,629,238**	**67 %**
Slope Stability and Soil Erosion Control	202,863	496,092	**698,955**	**10 %**
Reforestation and Forest Health	367,232	149,553	**516,785**	**7 %**
Hydrology and Water Quality	0	504,889	**504,889**	**7 %**
Security	0	313,690	**313,690**	**5 %**
Wildfire Protection & Forest Fuel Management	220,833	38,100	**258,933**	**4 %**
TOTAL per capital fund	**$4,775,372**	**$2,147,118**	**$6,922,490**	**100 %**

Operating
In terms of operating funding, the original plan set out a sliding scale of additional operating funding beginning with $125,000 per annum in 2009 to $437,500 in 2025 (see Appendix A for details).

To date, a one-time supplement was approved in 2009 ($178,930), with continuous supplements requested and approved in:

- 2009 to hire a professional geoscientist to assist with Leech terrain stability issues and road projects ($109,420);
- 2010 to fund a nine-month patrol crew to assist with extra ground patrols and wildfire preparedness activities in the Leech WSA ($106,080); and,
- 2018 to fund Leech WSA road maintenance ($50,000).

A cumulative total of $265,500 in annual continuous operating budget supplements instituted over the years as listed above is currently in effect to manage the Leech WSA (the Leech WSA represents 47% of the total area of the GVWSA).

CONCLUSION

The Capital Regional District acquired the 9,628 hectare Leech River watershed for future water supply in 2007 and 2010. Assessments in 2009 and 2015 evaluated risks and set out management priorities for roads, soil erosion and slope stability, reforestation and forest health, wildfire protection and forest fuel management, security, wildlife and invasive plants, as well as water quality, hydrology monitoring and First Nations interests. A capital and operating funding plan to complete the priorities was implemented from 2009 through 2025. The recommended management programs and actions have been established and/or substantially completed, and the area can now be considered fully integrated into the management of GVWSA lands and forests and the dedicated capital plan phased out.

Work with First Nations is ongoing to provide traditional use access and to learn and integrate traditional ecological knowledge.

The recovery of this heavily harvested watershed to a more natural state, optimal for source water protection, is an ongoing process. Recovery has been significantly aided by the actions and investment undertaken as part of the Leech Restoration Project.

RECOMMENDATION

There is no recommendation. The report is for information only.

Submitted by:	Annette Constabel, M.Sc., RPF., Senior Manager, Watershed Protection
Concurrence:	Alicia Fraser, P. Eng., General Manager, Infrastructure and Water Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENT(S)

Appendix A: Staff Report to Commission – April 15, 2009
Appendix B: Leech WSA Photographic Comparison – 2007 and 2023

APPENDIX A

Making a difference...together

Agenda Item #7
REPORT #RWSC 2009 - 05

REPORT TO REGIONAL WATER SUPPLY COMMISSION
MEETING OF WEDNESDAY, 15 APRIL 2009

SUBJECT: MANAGEMENT PRIORITIES AND IMPLICATIONS – LEECH RIVER WATERSHED

PURPOSE

To recommend to the Regional Water Supply Commission the preferred strategy for restoration of the Leech River Watershed.

BACKGROUND

The Capital Regional District (CRD) purchased 8,700 hectares of the Leech River watershed from a private forest company in December 2007. The purpose for acquiring these lands is to manage them for the production of high quality drinking water. The CRD holds a water license on the Leech but does not anticipate diverting water through the Leech River tunnel until some time after 2050. Over the past 100 years, timber production has been the primary focus with limited mining, hunting, camping, fishing and other forms of outdoor recreation.

Historically, the Leech River Watershed and adjacent areas have played an integral part in the culture, well-being and sustenance of local First Nations. The watershed has provided a variety of values including spiritual, cultural and food sources. As such, First Nations have an interest in the management of these lands.

Approximately 95% of the Leech River watershed has been logged and the road network extends approximately 386 kilometres. Acquisition of the Leech River watershed represents a 79% increase in land base and a 100% increase in the road density over the existing Sooke and Goldstream Water Supply Areas.

The first step in the protection and management of the Leech River watershed was to develop a long range plan; one that will direct restoration work on a priority basis.

In the spring of 2008, the CRD retained the services of a consulting team. The purpose of their involvement was to bring together existing information and to assess and determine the immediate and long term management requirements for the security and restoration of the Leech River Watershed. Based on field work, past reports and studies, and consultation with staff, the consultants identified the following priorities;

1. Roads
2. Soil Erosion and Slope Stability
3. Reforestation and Forest Health
4. Wildfire Protection and Forest Fuel Management
5. Security
6. Wildlife and Invasive Plants

In addition to the assessment of biophysical issues, the consultants provided recommendations on water quality and hydrometerlogical monitoring and incorporating some First Nation interests.

ALTERNATIVES

Alternative 1 – That the Regional Water Supply Commission take no action to restore the Leech Watershed.

Alternative 2 – That the Regional Water Supply Commission fully implement the recommendations in the consultant's report over the short term.

Alternative 3 – That the Regional Water Supply Commission take a phased approach to implementing the recommendations in the consultant's report.

FINANCIAL IMPLICATIONS

Alternative 1 – Taking no action is an option however, culverts and bridges will fail resulting in additional erosion and slides and areas recently logged will regenerate slowly, extending the hydrologic recovery time. The chance of wildfire and impacts from camping and other outdoor recreational activities will increase and be difficult to control and, in the case of wildfires, be extremely costly to suppresses and rehabilitate. In situations surrounding the upgrading and installation of bridges and culverts, taking no action would be contrary to provincial acts and regulations. It can be expected, that the costs associated with responding to emergencies will be two to ten times those associated with prevention, in addition impacts will be greater. It is not possible to accurately predict all of these costs.

Alternative 2 – To implement all recommendations within a short period of time could result in a 25 to 45% increase in costs and would not necessarily accelerate the recovery of the lands. For example, to immediately eliminate trespass, the CRD would need to gate and fence all access roads leading into the property. An alternate strategy would see the rehabilitation and reforestation of these roads. Over time, these roads would be converted to forests, eliminating the ability of vehicles to access the property.

Alternative 3 – By phasing in management activities over the next 17 to 25 years, the watershed will be restored and protected and the costs controlled. High risk priority issues, such as slides and reforestation, will be dealt with immediately while low risk issues will be dealt with over time. This approach minimizes funding and resource impacts. Alternative 3 is the preferred option.

Based on the preliminary results of the report presented to the Regional Water Supply Commission in April 2008 and the information forwarded during the budget process, the 2009 Watershed Protection Operations budget was increased $124,730 or 3.7% to accommodate immediate requirements. A Capital budget of $525,000 was also established.

Table 1 (attached) provides details on the overall Operations and Capital budget requirements to implement Alternative 3. If Alternative 3 is approved, the 2010 and subsequent years budgets will reflect these funding requirements.

Operating and Capital budget projections beyond five years represent an estimated order of magnitude.

TRIPLE BOTTOM LINE

Environmental:
The acquisition of the Leech River Watershed represents a significant addition to lands owned by the public and managed by the CRD. These lands are protected from development and will be managed for water quality. Areas logged will be reforested, roads rehabilitated and invasive species controlled. Wildlife will be protected through the Closed Watershed Policy. The close proximity of these lands to the Sooke Hills Sea to Sea corridor provides additional ecological values to the region.

The regenerating forests of the Leech Watershed contribute significantly to the sequestration of carbon and will assist the CRD in achieving the goals outlined in the Climate Action plan.

Social:
The restoration and long term protection of lands that provide safe, high quality drinking water to the residents of the CRD contributing significantly to the overall health and well being of the community.

The Leech Watershed is considered by the T'Sou-ke Nation to be part of their traditional territories and their involvement in the management of the lands will provide additional benefits and opportunities to this and other First Nations communities.

The closure of the Leech River Watershed will reduce camping, hunting, fishing and off-road vehicle and other related recreational activities and may be viewed negatively by participants in these activities.

Economic:
The change from forest to water management has reduced economic benefits in the region. With successful restoration of the Leech Watershed, additional water treatment will likely not be needed, resulting in lower capital and operating costs and lower water costs to water users in the Region.

RECOMMENDATION

That the Regional Water Supply Commission approve Alternative 3, a phased approach to the restoration and management of the Leech River Watershed.

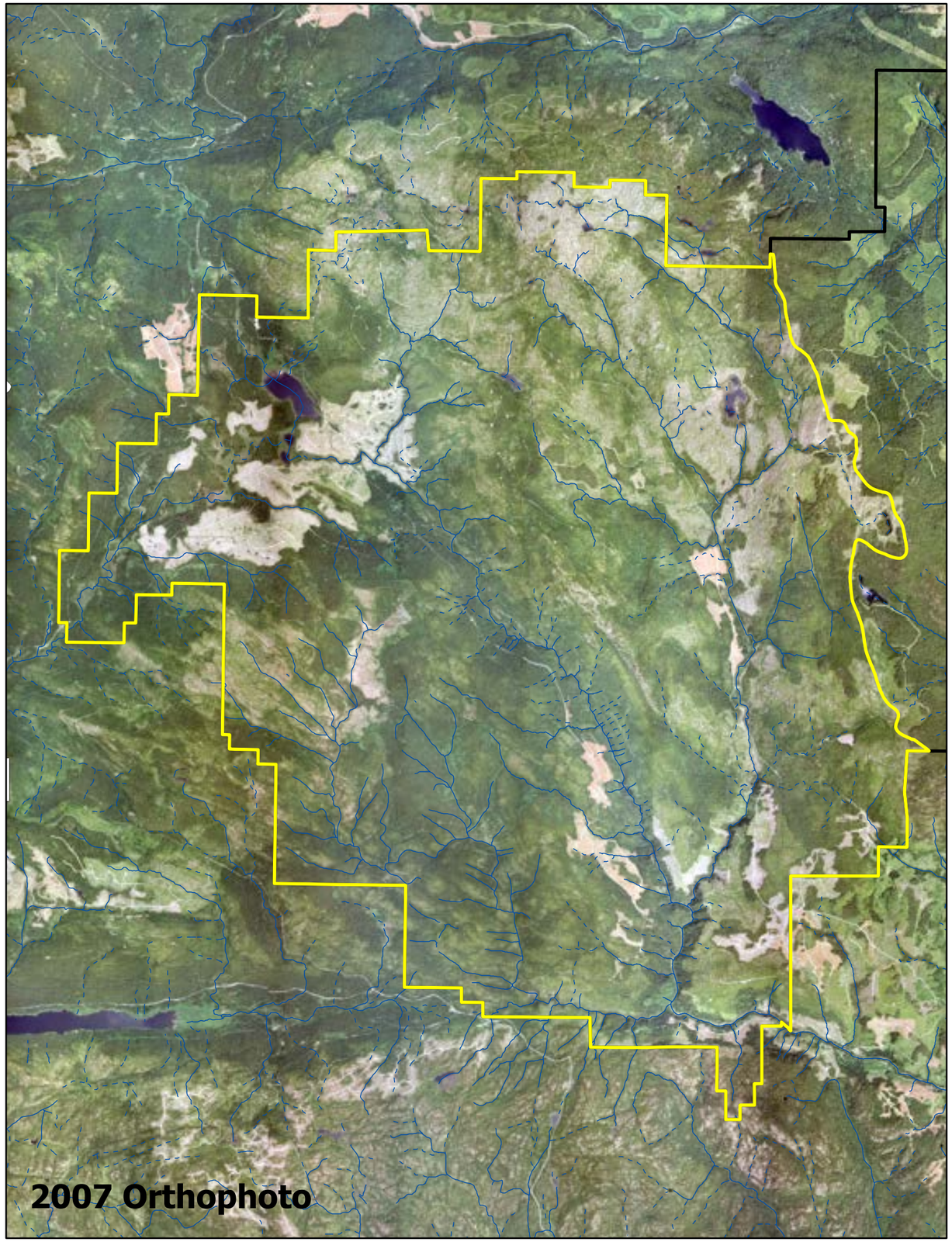
Gordon Joyce

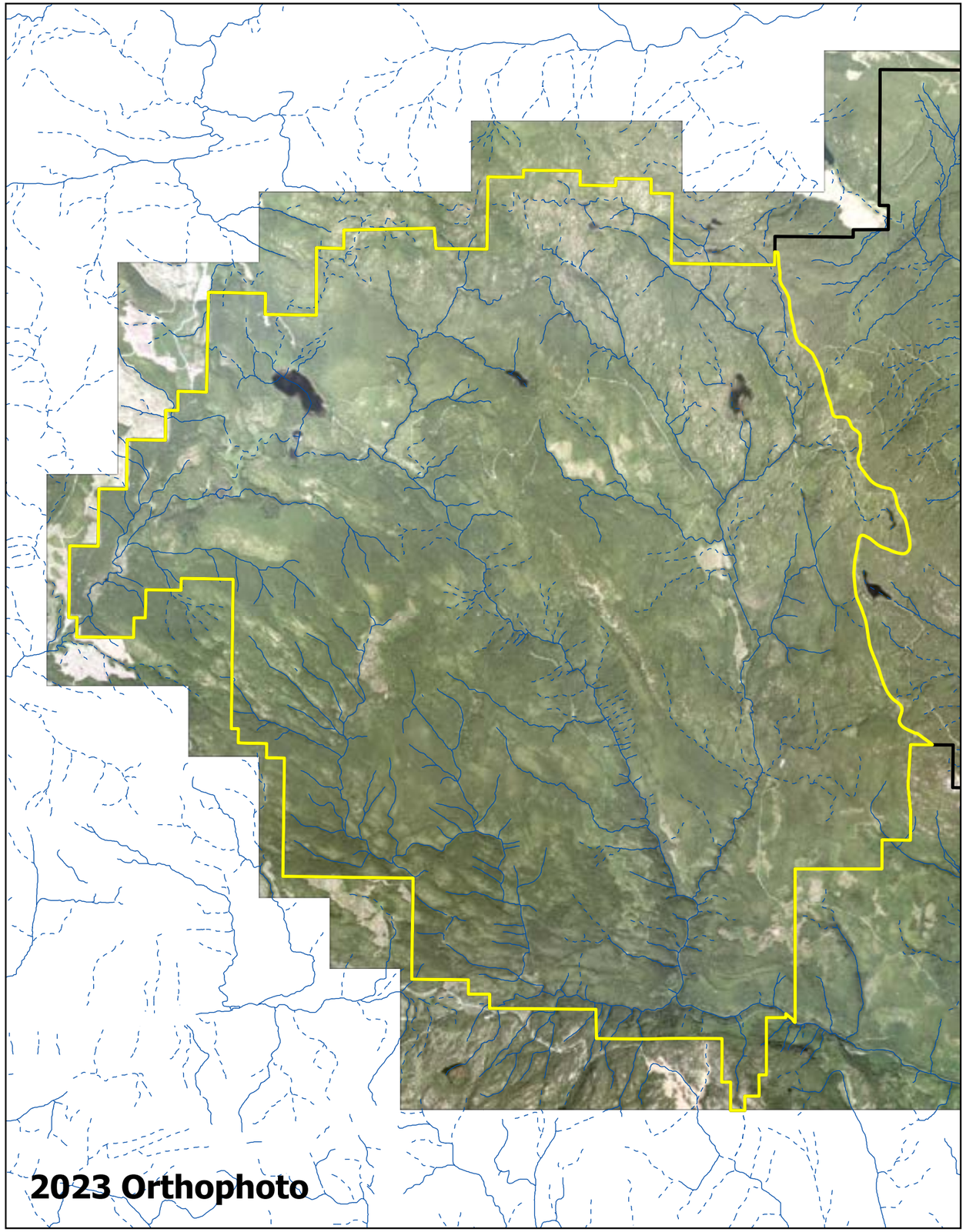
G. Joyce, RPF
Senior manager, Watershed Protection

J. A. (Jack) Hull, MBA, P. Eng.
General Manager, Water Services
Concurrence

Table 1 – Restoration of Leech Watershed Funding Requirements

Year	Operating Budget	Capital
2009	$125,000	$525,000
2010	$296,000	$585,000
2011	$296,000	$832,000
2012	$296,000	$565,000
2013	$296,000	$390,000
2014	$242,000	$349,000
2015	$242,000	$350,000
2016	$242,000	$276,000
2017	$242,000	$276,000
2018	$242,000	$166,000
2019	$242,000	$212,000
2020	$242,000	$211,000
2021	$362,500	$211,000
2022	$362,500	$205,000
2023	$362,500	$203,000
2024	$362,500	$200,000
2025	$437,500	$200,000
TOTAL	**$4,890,500**	**$5,756,000**





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