

## REPORT TO PLANNING, TRANSPORTATION AND PROTECTIVE SERVICES COMMITTEE MEETING OF WEDNESDAY, OCTOBER 21, 2020

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**SUBJECT**     2019-2022 Planning & Development Service Planning

### **ISSUE SUMMARY**

To provide the Planning, Transportation and Protective Services Committee with an overview of relevant initiatives undertaken by the Regional & Strategic Planning Division to deliver on approved Board Priorities and the Corporate Plan. The report also highlights initiatives delivered by the Building Inspection and Juan de Fuca Electoral Area Planning divisions that align to the Planning and Development Community Need and are approved by other Standing Committees and Commissions. Services and initiatives will be delivered in 2021 using core funding only.

### **BACKGROUND**

The Capital Regional District (CRD) Board completed its strategic planning early in 2019 and approved the CRD Board Strategic Priorities 2019-2022.

The four priorities are:

1. Community Well-being – Transportation & Housing;
2. Climate Action & Environmental Stewardship;
3. First Nations Reconciliation; and
4. Advocacy, Governance & Accountability.

The priorities were confirmed at the annual check-in on May 13, 2020.

The 2019-2022 CRD Corporate Plan is aligned to Board direction. It highlights the initiatives the CRD needs to deliver over the Board's four-year term to address the region's most important needs. The Corporate Plan identified seven initiatives under Planning & Development, which fall under the Planning, Transportation and Protective Services Committee's mandate.

Appendix A *Community Need Summary - Planning & Development 2021* is a summary of the planned activities for 2021. It contains details about core service levels and performance metrics. No new initiatives requiring additional funding are proposed this year.

Appendix B *Planning & Development - Initiatives Progress Report* provide insights into what has been delivered through the seven delivery initiatives approved last year:

|                                   |  |
|-----------------------------------|--|
| 11a-1 RGS Update                  | 11b-2 Fallow Deer on SGI                 |
| 11a-2 Regional Context Statements | 11c-1 Building Inspection on EAs         |
| 11a-3 RGS Indicator Reporting     | 11d-1 New Development Application Review |
| 11b-1 Affordable Farming Analysis | Process JdF Planning                     |

Three of the initiatives, related to fallow deer, building inspection and Juan de Fuca Electoral Area Planning, were reported in the Electoral Areas Community Need Summary as they directly address a local need.

The Service Planning process gathered information necessary to assemble a provisional budget for Committee and Board review. The purpose of this report is to explain how the Regional & Strategic Planning, Building Inspection and Juan de Fuca Electoral Area Planning divisional program of work connects to the Board Priorities, Corporate Plan and provisional budget.

## **ALTERNATIVES**

### *Alternative 1*

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

That Appendix A Community Need Summary - Planning & Development 2021 be approved as presented and advanced to the October 28, 2020 provisional budget review process.

### *Alternative 2*

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

That Appendix A Community Need Summary - Planning & Development 2021 be approved as amended and advanced to the October 28, 2020 provisional budget review process.

## **IMPLICATIONS**

### *Financial Implications*

Initiatives identified in the Corporate Plan (including Board Priorities) cannot be undertaken without resourcing. The Board determines resourcing through its annual review and approval of financial plans. To support the Board's decision-making, staff, through the service planning process, provide recommendations on funding, timing and service levels.

During this year's service planning process, staff have been mindful of the fiscal challenges facing the region. Services and initiatives related to Planning and Development will be delivered in 2021 using core funding. Budget impacts relate to cost of living increases.

### *Service Delivery Implications*

The Community Need Summary found in Appendix A provides an overview of all work that needs to be undertaken in order to meet our regulatory requirements, satisfy Board direction and meet the needs of the communities we serve.

### *Alignment with Board & Corporate Priorities*

Staff have not identified any new delivery initiatives for 2021.

Two of the corporate priority initiatives – the RGS update with new population projections and the affordable farming analysis – approved in 2020 are still in progress. Another five have now either been completed or are part of service operations.

## **CONCLUSION**

Staff have been progressing initiatives and actions identified in the Corporate Plan, including Board Priorities. The Board determines resourcing through its annual review and approval of financial plans. As per previous years, to support the Board's decision-making, staff are providing recommendations on funding, timing and service levels through the service and financial planning processes.

**RECOMMENDATION**

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

That Appendix A Community Need Summary - Planning & Development 2021 be approved as presented and advanced to the October 28, 2020 provisional budget review process.

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

**ATTACHMENT(S)**

Appendix A: Community Need Summary - Planning & Development  
Appendix B: Planning & Development - Initiatives Progress Report

## Planning and Development

### Strategy

#### Target Outcome

We envision keeping approved plans current and monitoring for effectiveness.

#### Strategic Context

##### Strategies

- [Regional Growth Strategy](#)
- [Regional Food & Agricultural Strategy](#)
- [Regional Housing Affordability Strategy](#)

##### Trends, Risks and Issues

- Regional & Strategic Planning's (RSP) knowledge and expertise is often called upon to explore new areas of regional interest and assess the feasibility of developing new services; this is challenging, complex work which requires the coordination of numerous internal and external stakeholders.
- There has been an increase in the number of externally-driven activities requiring RSP to provide demographic, planning, development and growth management analysis across the region, such as senior government regulatory changes and municipal planning initiatives that help keep pace with the rate of development in the region. To date, RSP has been able to absorb these pressures.
- The manner in which information is conveyed and absorbed is changing. Our partners seek open data that is conveyed visually and is available in real-time on the CRD website. At the same time, demand for specialized data/information/modelling is increasing, with expectations for very short turn-around times. RSP aims to meet partner needs, while balancing the fast pace of change in this sector.
- A number of services in Planning & Development also support regional economic development. Data services provide information and the Regional Growth Strategy Indicators report is the monitoring tool.
- From a land use planning and building inspection point of view, changes to the Building Code, seasonal and weather patterns and building activity cycles related to the economy can all affect the cost and volume of construction projects and therefore processing time for applications and permits.
- Building Inspection and Juan de Fuca (JdF) Community Planning sees annual changes (increase/decrease) in residential, commercial and industrial construction and the number of building

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## 2021 Summary

permits and development permits being issued (e.g. as a result of changes in market demand for new parcels of land and changes in land use). Existing staffing capacity is redirected to longer-term project work, such as Official Community Plans (OCP) and land use bylaw review, during periods of lower development activity.

- Changes to federal and/or provincial legislation, including changes to public consultation procedures and bylaw enforcement action (e.g. introduction of Cannabis Retail licensing process), have resulted in additional staff time required to process applications and permits.

## Services

| Core Services Levels  |  |
|---|--|
| Service   | Levels   |
| <b>Regional Growth Strategy (RGS)</b><br>Service is responsible for developing, monitoring, updating and coordinating implementation of the RGS, in accordance with provincial requirements. The RGS is a policy document, developed by municipalities, the JdF Electoral Area (EA) and the CRD in partnership, for identifying shared social, economic and environmental objectives. | <ul style="list-style-type: none"><li>• Every five years, research, analyze and provide advice on updates to the RGS</li><li>• Monitor RGS indicators and report on progress annually towards achieving regional objectives</li><li>• Coordinate ongoing RGS implementation by chairing an inter-municipal advisory committee and providing advice to the CRD Board and departments on RGS policies and issues</li><li>• Evaluate applicable documents for consistency with the RGS (e.g. municipal context statements)</li><li>• As an outcome of the five-year review, or as periodically initiated by a municipal request, draft policy, engage stakeholders, prepare documents and seek bylaw amendments to update the RGS</li></ul> |

| Core Services Levels  |  |
|---|--|
| Service   | Levels   |
| <b>Regional Planning – Information</b><br>Service is responsible for data collection, research, modelling and analysis related to regional, sub-regional and local population change, employment, land use and transportation in support of the development and implementation of regional district services and municipal services, as needed. | <ul style="list-style-type: none"> <li>• Collect and disseminate primary source data through building permits (monthly), automobile (yearly) and bicycle counts (ongoing, supplemented by bi-yearly volunteer count) and origin and destination surveys (every five years)</li> <li>• Compile, disseminate and support partners with the interpretation and application of statistical and spatial data, and conduct special studies, as needed</li> <li>• Analyze, visualize and report on transportation, land use and housing data to support regional service delivery (e.g. regional transportation and urban growth models, climate action reporting)</li> </ul> |
| <b>Building Inspection (EA only)</b><br>Oversees the construction, alteration, repair or demolition of buildings and structures by ensuring the construction complies with the BC Building Code with respect to health, safety, fire, structural integrity, energy efficiency, and accessibility.   | <ul style="list-style-type: none"> <li>• Provide information on the building permit process, BC Building Code requirements and approved construction practices</li> <li>• Process between 800 and 1,000 building permit applications per year, including plumbing permits and permits for wood burning appliances</li> <li>• Provide between 6,000 and 8,000 building inspection services per year</li> <li>• Review all building permit applications for compliance with all applicable regulations</li> <li>• Manage property files and enforcement, as needed</li> </ul>  |

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## 2021 Summary

| Core Services Levels  |  |
|---|--|
| Service   | Levels   |
| <p><b>JdF Community Planning (EA only)</b></p> <p>Develops community plans and implements and administers land use regulations by providing professional advice and recommendations on planning processes and development services, providing for orderly growth, protection of the environment, sustainable communities and resource management.</p> | <ul style="list-style-type: none"> <li>• Review, evaluate and process approx. 50-60 development applications annually, including zoning and OCP amendments, development variance permits, development permits, soil deposit and removal permits, Board of Variance approvals, subdivision referrals and ALR applications</li> <li>• Review all building permit applications for compliance with land use regulations</li> <li>• Provide land use information in response to inquiries from the public, developers, realtors, and consultants</li> <li>• Review and amend land use regulation and policy documents in response to changes in the environment, community objectives, and provincial legislation</li> <li>• Respond to land use related bylaw complaints in coordination with Bylaw Enforcement and Building Inspection</li> <li>• Provide administrative and technical support to the JdF Land Use Committee and advisory commissions</li> </ul> |
| <p><b>Support Services</b></p> <p>The core services listed rely on the support of several corporate and support divisions to effectively operate on a daily basis. These services are reported on in the Accountability Community Need Summary.</p>   | <ul style="list-style-type: none"> <li>• Services include Human Resources &amp; Corporate Safety, Corporate Communications, Asset Management, Financial Services, Information Technology &amp; GIS, Information Services, Legislative Services, Facility Management, Fleet Management, Legal Services, Risk &amp; Insurance and Real Estate Services</li> </ul>  |

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## 2021 Summary

| Initiatives |                             |   |           |             |                |
|-------------|-----------------------------|---|-----------|-------------|----------------|
| Ref         | Initiative                  | Description   | Year(s)   | Status      | 2021 impacts   |
| 11a-1       | RGS Update                  | Prepare and update Regional Growth Strategy with new population projections | 2020 - 21 | In progress | Already funded |
| 11b-1       | Affordable Farming Analysis | Undertake analysis regarding options for CRD support                        | 2020 - 21 | In progress | Already funded |
| 11c-1       | Building Inspection on EAs  | Complete an operational review of Building Inspection services in the EAs   | 2019-2021 | In progress | Already funded |

Initiatives approved in prior years which have now been delivered or absorbed in Core Services:

- 11a-2 – Regional Context Statements
- 11a-3 – RGS Indicator Reporting
- 11b-2 – Fallow Deer on SGI
- 11d-1 – New Development Application Review Process JdF Planning

## Business Model

| Funding  |
|--|
| <p><b>Who contributes</b></p> <ul style="list-style-type: none"> <li>• <b>RGS Service:</b> All municipalities, JdF EA (not Salt Spring Island or Southern Gulf Island EAs) and Tsawout and Songhees Nations</li> <li>• <b>Regional Planning Service:</b> All municipalities, all EAs and Tsawout and Songhees Nations</li> <li>• <b>Building Inspection Service:</b> EA communities</li> <li>• <b>JdF Community Planning Service:</b> JdF EA</li> <li>• <b>Support Services:</b> varies per service</li> </ul> <p><b>Funding Sources</b></p> <ul style="list-style-type: none"> <li>• Requisitions, grants and fee-for-service (building permits)</li> </ul> |
| Reporting Structure  |
| <ul style="list-style-type: none"> <li>• <a href="#">Planning, Transportation and Protective Services Committee</a></li> <li>• <a href="#">Electoral Areas Committee</a></li> </ul>  |



| Community Need Key Performance Indicator (KPI)  |             |               |             |
|---|-------------|---------------|-------------|
| Definition and Source   | 2019 Actual | 2020 Forecast | 2021 Target |
| <b>Metric 1: Maintain urban containment boundary by minimizing changes to the Urban Containment Policy Area (UCPA)</b><br>Hectares added to the land growth boundary, as defined the UCPA, from the date of adoption of the 2018 RGS (baseline of 19,139 hectares); data from CRD Regional Planning   | 0           | 0             | 0           |
| <b>Metric 2: Building permits in all three EAs</b><br>Total number of permits issued annually; data from CRD Tempest application database   | 866         | 800           | 880*        |
| <b>Metric 3: Development application levels in the JdF EA</b><br>Total number of development applications received annually; data from CRD Tempest application database   | 58          | 50            | 55*         |
| <i>* these are indicators of development/construction activity; we have therefore provided expected volumes rather than targets</i>   |             |               |             |
| Discussion  |             |               |             |
| <b>Link to Target Outcome</b> <ul style="list-style-type: none"> <li>Tracking changes to the Urban Containment Policy Area is a useful indicator of the region's continued commitment to managing and balancing regional growth. It demonstrates that the current plan is still relevant and its implementation is progressing, as intended.</li> <li>Monitoring building and development applications helps monitor the economic health as well as the capacity of our existing services in meeting the needs of the region.</li> </ul>  |             |               |             |
| <b>Discussion</b> <ul style="list-style-type: none"> <li><b>Metric 1:</b> The UCPA is intended to hold a land supply that will house the region's population. Any amendment to the UCPA requires an amendment to the RGS. With support from our municipal partners through the Development and Planning Advisory Committee, the region is currently meeting the target. Since the March 2018 adoption of the RGS, there have been no changes to the UCPA.</li> <li><b>Metric 2:</b> This is an indicator of construction level therefore a target is not appropriate. This volume of permits results in 6,000 to 8,000 inspections per year. Between 2015 and 2019, there were on average 237 building permits received for Sooke/JdF EA, 297 permits for Southern Gulf Island EA and 347 permits for Salt Spring Island EA.</li> <li><b>Metric 3:</b> This is an indicator of development activity therefore a target is not appropriate.</li> </ul> |             |               |             |

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## Initiative Progress Report

### Planning & Development

| Initiatives approved in 2020 Budget |   |  |
|-------------------------------------|---|--|
| Ref                                 | Initiative  | Progress to date   |
| 11a-1                               | Regional Growth Strategy (RGS) Update                   | <b>Progressing</b> – reached an agreement in principle to resolve the Township of Esquimalt’s concerns about updated RGS population projections. Timeline for completion could be as early as Q4 2020 or Q1 2021.  |
| 11a-2                               | Regional Context Statements                             | <b>Completed</b> - all 13 Regional Context Statements have been accepted by the Board.   |
| 11a-3                               | RGS Indicator Reporting                                 | <b>Part of core services</b> – the RGS Indicator Report for 2020 is on track to be completed by Q4. A report is developed annually to report on the RGS implementation and progress towards RGS, goals, policies and targets. The RGS was approved in March 2018.  |
| 11b-1                               | Affordable Farming Analysis                             | <b>Progressing</b> – reported on municipal feedback and next steps for a Regional Foodlands Access Program feasibility study in Q4 2019. As directed by the Board, work is underway to prepare a Foodlands Trust business case. Business case development was delayed in 2020 due to shifting partner priorities resulting from the COVID-19 pandemic and will continue into 2021. |
| 11b-2                               | Fallow Deer on SGI                                      | <b>Completed</b>   |
| 11c-1                               | Building Inspection on EAs                              | <b>Progressing</b> – The review is continuing. Financial implications with respect to further clarity of the needs of the three separate EAs are under review. Building analysis is ongoing. Discussions regarding legal and legislative implications are also underway.   |
| 11d-1                               | New Development Application Review Process JdF Planning | <b>Completed</b> - through adoption of a new Development Applications Fees and Procedures bylaw at beginning of 2019.  |