

**REPORT TO CAPITAL REGIONAL DISTRICT BOARD
MEETING OF WEDNESDAY, OCTOBER 12, 2022**

SUBJECT **Bylaw No. 4522 – Regional Goose Management Service**

ISSUE SUMMARY

The Capital Regional District (CRD) Board requested the development of a regional Goose Management Service and a report outlining costs for such a service.

BACKGROUND

At the June 8, 2022 CRD Board meeting, staff were directed to bring back a report outlining costs for a Canada Goose Management Service. Staff provided an Initiative Business Case that included the costs for this service in the provisional budget. This report provides a draft establishing bylaw for consideration (Appendix A) and provides further details of the proposed cost-share for a goose management service (Appendix B).

ALTERNATIVES

Alternative 1

1. That Bylaw No. 4522, "Canada Goose Management Service Establishment Bylaw No. 1, 2022", be introduced and read a first, second and third time;
2. That participating area approval be obtained by regional alternative approval process; and
3. That Bylaw No. 4522 be forwarded to the Inspector of Municipalities for review of the elector approval method.

Alternative 2

That Bylaw No. 4522 be deferred pending further information from staff.

IMPLICATIONS

Environmental & Climate Implications

The current Vancouver Island Canada goose population ranges from 10,000 to 15,000, with an estimated 3,500-7,000 birds over-wintering in the capital region. Data from banded birds confirms that Canada geese are moving between regions on Vancouver Island. In the capital region, the Canada goose population had an annual growth rate of 16% from 1977-1997 (Christmas bird count), while survey data from 2017-2021 indicates the population is roughly doubling every 4.3 years.

The inconsistent and uncoordinated approach to managing goose populations across the region has resulted in moving geese and their associated impacts into new areas, continued expansion of nesting and over-wintering populations, and increasing ecological, economic and social impacts to agricultural and recreational lands, estuaries and wetlands. Stewardship groups report

significant and ongoing damage to native ecosystems on nearshore islands and to important estuaries, as a result of increasing goose populations, while the farming community reports significant and ongoing agricultural and economic impacts from geese.

Service Delivery and Intergovernmental Implications

A regional Canada Goose Management Service would provide coordinated management of Canada goose populations and would include:

- a) monitoring, mapping, reporting on Canada Goose populations and their impacts
- b) coordinating and establishing collaborative partnerships with municipalities, First Nations, large landowners, Peninsula and Area Agricultural Commission, other government agencies and stewardship groups to implement the CRD's Regional Canada Goose Management Strategy and manage Canada Goose populations in the region
- c) facilitating the development and implementation of a communications strategy and public education program to support the management of Canada Goose populations; and
- d) collaboration with other Vancouver Island regional districts, local governments and First Nations to reduce Canada Goose populations through the Vancouver Island Canada Goose Management Working Group.

Financial Implications

An Initiative Business Case outlining the proposed annual budget for a Regional Goose Management Service has been submitted as part of the provisional budget package.

Staff have proposed potential costs for this regional service be cost-shared based on population (50%) and converted assessment (50%) for the participating partners. The proposed cost apportionment for the participating partners for 2023 is presented in Appendix B.

Legal Implications

A regional district may operate any service it deems desirable, provided that on establishment of the service by way of service establishing bylaw, it received participating area approval. There are three options to obtain participating area approval for Bylaw No. 4522: regional alternative approval process; municipal consent on behalf with alternative approval process (AAP) in the electoral areas; and referendum/elector assent.

As a regional goose management service is only effective if all municipalities and electoral areas participate, a regional AAP is advised. This would put the responsibility of objecting to the service on the electors, who, if 10% were not in favour, could determine not to proceed. An alternative is the municipal consent process, which would permit any municipality or electoral area, by AAP, to effectively veto the creation of the service if they were not in favour of its establishment. Given an AAP is already required in the Electoral Areas, it is recommended a regional AAP be pursued.

CONCLUSION

Increasing populations of Canada geese in the capital region are causing significant impacts to estuary habitats, ecological reserves, recreational fields, beaches and lakes, and agricultural crops, resulting in increasing pressure on local governments to take coordinated action. Staff

have prepared a service establishing bylaw to monitor goose populations and to coordinate partnerships between land use agencies under various jurisdictions, including First Nations, federal and provincial wildlife agencies, parks and recreation boards, local and regional governments, airport authorities, farmers and other owners of large properties to support effective management of Canada geese in the capital region.

RECOMMENDATION

1. That Bylaw No. 4522, “Canada Goose Management Service Establishment Bylaw No. 1, 2022”, be introduced and read a first, second, and third time;
2. That participating area approval be obtained by regional alternative approval process; and
3. That Bylaw No. 4522 be forwarded to the Inspector of Municipalities for review of the elector approval method.

Submitted by:	Peter Kickham, M.E.T. R.P.Bio. Acting Senior Manager, Environmental Protection
Concurrence:	Larisa Hutcheson, P. Eng., General Manager, Parks & Environmental Services
Concurrence:	Kristen Morley, J.D., General Manager, Corporate Services & Corporate Officer
Concurrence:	Robert Lapham, MCIP, RPP, Chief Administrative Officer

ATTACHMENTS

- Appendix A: Bylaw No. 4522, “Canada Goose Management Service Establishment Bylaw No. 1, 2022”
- Appendix B: Goose Management Service – Participant Apportionment

**CAPITAL REGIONAL DISTRICT
BYLAW NO. 4522**

**A BYLAW TO ESTABLISH A SERVICE FOR THE PURPOSE OF
CANADA GOOSE MANAGEMENT**

WHEREAS:

- A. The Board of the Capital Regional District wishes to establish a regional Canada Goose monitoring and coordination service (the "Service") to address increasing populations of non-migratory, resident Canada geese populations, reduce their environmental impacts and to coordinate management of Canada geese with public authorities and groups across the capital region under s.263(1)(a) of the *Local Government Act*;
- B. Participating area approval is required and assent of the electors has been obtained by regional alternative approval process, pursuant to s. 342(4) of the *Local Government Act*; and,
- C. The approval of the Inspector of Municipalities has been obtained under s. 343(1)(a) of the *Local Government Act*.

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

Service

- 1. The Service being established and to be operated is a service for the purpose of regional Canada Goose management and coordination, including, without limiting the foregoing:
 - a) monitoring, mapping, reporting on Canada Goose populations and their impacts;
 - b) coordinating and establishing collaborative partnerships with municipalities, First Nations, large landowners, Peninsula and Area Agricultural Commission, government agencies, and stewardship groups to implement the Regional Canada Goose Management Strategy and manage Canada Goose populations in the region;
 - c) facilitating the development and implementation of a communications strategy and public education program to support the management of Canada Goose populations; and
 - d) collaboration with other Vancouver Island regional districts, local governments and First Nations to reduce Canada Goose populations through the Vancouver Island Canada Goose Management Working Group.

Boundaries

- 2. The boundaries of the service area are coterminous with the boundaries of the Capital Regional District.

Participating Areas

3. All municipalities and electoral areas within the Capital Regional District are the participating areas for this service.

Cost Recovery

4. As provided in Section 378 of the *Local Government Act*, the annual cost of providing the Service shall be recovered by one or more of the following:
 - (a) property value taxes imposed in accordance with Division 2 of Part 11 of the *Local Government Act*;
 - (b) fees and charges imposed under Section 397 of the *Local Government Act*;
 - (c) revenues raised by other means authorized by the *Local Government Act* or another Act;
 - (d) revenues received by way of agreement, enterprises, gift, grant or otherwise.

Cost Apportionment

5.
 - (a) The annual costs for the service, net of grants and other revenues, shall be apportioned among the participating areas, as follows:
 - i. Fifty (50) per cent of the costs shall be recovered on the basis of the population of the participating areas; and
 - ii. Fifty (50) per cent on the converted value of land and improvements in the participating areas.
 - (b) Population, for the purpose of this section, is the population estimate as determined annually by the Regional Planning department of the Capital Regional District.

Maximum Requisition

6. In accordance with Section 339 (1)(e) of the Local Government Act, the maximum amount that may be requisitioned annually for the cost of the Service is the greater of:
 - (a) Two hundred and fifty-one thousand nine hundred (\$251,900); or
 - (b) An amount equal to the amount that could be raised by a property value tax rate of \$0.0016 per ONE THOUSAND DOLLARS (\$1,000.00) that, when applied to the net taxable value of the land and improvements within the Service Area, will yield the maximum amount that may be requisitioned for the Service.

Citation

7. This Bylaw may be cited as the “Canada Goose Management Service Establishment Bylaw No. 1, 2022”.

READ A FIRST TIME THIS day of

READ A SECOND TIME THIS day of

READ A THIRD TIME THIS day of

APPROVED BY THE INSPECTOR OF MUNICIPALITIES THIS day of

RECEIVED PARTICIPATING AREA
APPROVAL UNDER SECTION 342(4)
OF THE *LOCAL GOVERNMENT ACT* THIS day of

ADOPTED THIS day of

CHAIR

CORPORATE OFFICER

FILED WITH THE INSPECTOR OF MUNICIPALITIES THIS day of

GOOSE MANAGEMENT SERVICE
PARTICIPANT APPORTIONMENT

Service Participants	Basis of Apportionment		Percent of Total	Requisition (\$)
	50% Regional Planning Population (2021)	50% Converted Assessments (2022)		
Municipalities				
City of Colwood	19,693	676,387,481	4.09%	9,705
City of Victoria	94,890	4,562,581,324	23.16%	54,982
District of Central Saanich	18,522	821,112,902	4.34%	10,294
Township of Esquimalt	18,764	592,077,215	3.76%	8,916
City of Langford	47,313	1,807,943,089	10.31%	24,469
District of Saanich	124,639	4,885,131,652	27.48%	65,232
District of Oak Bay	18,930	1,171,428,027	5.31%	12,616
District of North Saanich	12,500	814,676,641	3.62%	8,590
District of Metchosin	5,186	203,434,625	1.14%	2,715
Town of Sidney	12,279	656,173,316	3.17%	7,530
Town of View Royal	12,034	443,000,748	2.58%	6,117
District of Highlands	2,582	120,325,439	0.62%	1,472
District of Sooke	15,539	517,468,098	3.18%	7,555
	402,871	17,271,740,557	92.76%	220,194
Electoral Areas				
Juan de Fuca	5,756	331,978,346	1.55%	3,683
Saltspring Island	12,276	647,554,560	3.15%	7,474
Southern Gulf Islands	5,261	490,465,703	1.92%	4,546
	23,293	1,469,998,609	6.62%	15,704
First Nations				
Tsawout	1,790	37,233,100	0.31%	729
Songhees	1,839	37,506,403	0.31%	744
	3,629	74,739,503	0.62%	1,474
Total	429,793	18,816,478,669	100.00%	237,372

Prepared September 22, 2022. Data based on information used for 2022 Final Budget.