Meeting Date:    July 24, 2019

To:      SLRD Committee of the Whole

RECOMMENDATIONS:

THAT the Squamish-Lillooet Regional District (SLRD) Board accept the revised mapping from the District of Squamish in order to reduce the amount of requested additional “settlement land” in the District of Squamish by 4 ha (as outlined on the updated mapping).

THAT SLRD staff amend the RGS Settlement Map to reflect the mapping change requested by the District of Squamish.

THAT the SLRD Board direct staff to initiate the 60-day official referral of Regional Growth Strategy Amendment Bylaw No. 1562-2018 to all affected local governments as required by section 436 of the Local Government Act.

BACKGROUND:

This report is meant to provide clarity into the Regional Growth Strategy process to date and to clarify timelines and mapping changes. The Squamish-Lillooet Regional District (SLRD) initiated a major amendment of the Squamish-Lillooet Regional District Regional Growth Strategy Bylaw No. 1062, 2008 to address specific housekeeping amendments, clarify implementation processes (including updates to the Minor Amendment Criteria), and address specific content gaps (namely food/agriculture and climate change). Initiation of the amendment followed consideration of a review, as per the Local Government Act (LGA) section 452(2) five year review requirements. It should be noted that any updates to a minor amendment criteria trigger a major amendment process, as per the LGA.

Revisions and content development largely reflect member municipality and SLRD Official Community Plan (OCP) objectives and policies as well as other community plans such as agricultural plans, climate action plans, transportation plans, etc. The RGS is a high-level, long-term strategy to support collaboration across jurisdictions. The purpose of a regional growth strategy under the Local Government Act (LGA) is to
"promote human settlement that is socially, economically, and environmentally healthy and that makes efficient use of public facilities and services, land and other resources".

A summary of the RGS 5-year review process and timeline is attached as Appendix A.

Previous Board Resolutions
The following resolutions were made by the SLRD Board at the April 18 and 19, 2018 Board meeting:


THAT Bylaw No. 1562-2018, cited as “Squamish-Lillooet Regional District Regional Growth Strategy Bylaw No. 1062, 2008, Amendment Bylaw No. 1562-2018”, be referred to each member municipality and First Nations, for comments.

THAT the Board direct staff to hold a community open house/information session in each member municipality to share information and receive input on Bylaw No. 1562-2018, cited as “Squamish-Lillooet Regional District Regional Growth Strategy Bylaw No. 1062, 2008, Amendment Bylaw No. 1562-2018”.

After the community open houses were held in June of 2018, there were text amendments made to the RGS based largely on feedback from the RMOW. In addition, the RGS mapping was amended in order to add the RMOW “Option Sites” to the mapping. These changes were reflected in the RGS bylaw at 2nd reading and were described in the October 24, 2018 report to the SLRD Board.

The following resolutions were made by the SLRD Board at the October 24, 2018 SLRD Board meeting:


THAT Bylaw No. 1562-2018, cited as “Squamish-Lillooet Regional District Regional Growth Strategy Bylaw No. 1062, 2008, Amendment Bylaw No. 1562-2018”, be referred to each member municipality for comments.

The correspondence received from member municipalities after the 2nd courtesy referral, indicated that no changes to the RGS were requested by member municipalities. All staff reports regarding this bylaw amendment can be viewed here: https://www.slrd.bc.ca/inside-slrd/current-projects-initiatives/regional-growth-strategy-rgs-review
On February 27, 2019, the Board resolved the following:

THAT the Squamish-Lillooet Regional District not initiate the official referrals to affected local governments and applicable ministries (i.e. official 60-day referral for acceptance) for a period of 60 days so as to provide an opportunity for member municipalities to undertake a review of the addition of settlement lands.

On April 24, 2019, the Board added to the extension of the review for another 30 day period:

THAT the Squamish-Lillooet Regional District consider not initiating the official referrals to affected local governments and applicable ministries (i.e. official 60-day referral for acceptance) until the May 22, 2019 Board meeting so as to provide an opportunity for member municipalities to undertake further review.

On May 22, 2019, the Board again extended the commencement of the official 60-day referral period:

THAT the Squamish-Lillooet Regional District Board grant the request from the District of Squamish for another 30-day extension before the commencement of the official 60-day RGS referral process regarding Squamish-Lillooet Regional District Regional Growth Strategy Bylaw No. 1062, 2008, Amendment Bylaw No. 1562-2018, in order to give the District of Squamish additional time to consider the proposed amendment.

On June 18, 2019, the District of Squamish submitted revised mapping to the SLRD with the request that the RGS Settlement Map be amended in order to remove certain lands from the settlement areas – see discussion below

Summary of proposed Settlement Planning Map changes:

District of Squamish
Initially, and as included in the current RGS amendment bylaw which is at second reading, the District of Squamish was proposing to re-designate 686 hectares (1,695 acres) of land on the RGS Settlement Planning Map from “non-settlement” to “Urban” through Regional Growth Strategy Amendment Bylaw No. 1562-2018.

This mapping amendment is being done in conjunction with the District of Squamish’s adopted Official Community Plan and helps to facilitate future planning opportunities. This mapping change has previously been presented to the SLRD Board, and was included in the mapping presented at the SLRD RGS open houses.

Revised Mapping. On June 18, 2019, the District of Squamish submitted revised mapping to the SLRD with the request that the RGS Settlement Map be amended in order to remove certain lands from the settlement areas. The District of Squamish’s
updated mapping reflects the removal of one 10 ha parcel from the settlement lands and the redesignation of another parcel to include another 6 ha of “Urban”. The updated RGS Settlement Map for the District of Squamish would therefore reflect the net removal of 4 ha of settlement lands.

In total, the District of Squamish is proposing to re-designate 682 hectares (1,685 acres) of land on the RGS Settlement Planning Map from “non-settlement” to Urban through Regional Growth Strategy Amendment Bylaw No. 1562-2018. See Appendix B and C for the mapping changes now being proposed by the District of Squamish.

**Resort Municipality of Whistler**

Through Regional Growth Strategy Amendment Bylaw No. 1562-2018, the Resort Municipality of Whistler (RMOW) is proposing to re-designate 199.1 hectares (492 acres) of land (collectively referred to as “the Option Sites”) from “non-settlement” to “Urban” land. This mapping amendment is being done to facilitate future planning opportunities as set out in the RMOW’s proposed Official Community Plan (now at 3rd reading).

This mapping change has previously been presented to the SLRD Board, however, this mapping change was not part of the mapping presented at the SLRD RGS open houses. The RGS Steering Committee agreed to support this map amendment and include it in the RGS 5-year review amendment bylaw (Regional Growth Strategy Amendment Bylaw No. 1562-2018) presented to the Board at 2nd reading based on the fact that the RGS amendment is being dealt with as a major amendment and that a major amendment is an appropriate process for dealing with projects having regional scale, impacts and precedence.

**Village of Pemberton**

The Village of Pemberton is proposing to re-designate 3.84 hectares (9.5 acres) of Crown land (adjacent to the Pemberton Benchlands) from “non-settlement” to “Urban”. This mapping amendment is being done to facilitate future planning opportunities. This mapping change has previously been presented to the SLRD Board and was part of the mapping presented at the SLRD RGS open houses.

**District of Lillooet**

The District of Lillooet is not proposing any RGS Settlement Map amendments.

**SLRD**

The SLRD is proposing to re-designate a 1.09 hectare (2.7 acres) parcel of land that is immediately adjacent to the Village of Pemberton (“the Underhill property”) from “non-settlement” to “Urban” in order to correct a previous mapping oversight. This mapping change has previously been presented to the SLRD Board and was included in the mapping presented at the SLRD RGS open houses.
In summary, the total amount of land that is proposed to be added to the settlement lands is summarized as follows:

<table>
<thead>
<tr>
<th>Location</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>District of Squamish</td>
<td>682 ha</td>
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<tr>
<td>Resort Municipality of Whistler</td>
<td>199.1 ha</td>
</tr>
<tr>
<td>District of Lillooet</td>
<td>0 ha</td>
</tr>
<tr>
<td>Village of Pemberton</td>
<td>3.84 ha</td>
</tr>
<tr>
<td>SLRD</td>
<td>1.09 ha</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>886.03 ha</strong> (2,189 acres)</td>
</tr>
</tbody>
</table>

**WedgeWoods**

At the April 24/25, 2019 SLRD Board meeting the following resolution was made:

> THAT 28165 Yukon Inc. be given permission to submit a rezoning application, in respect of Squamish-Lillooet Regional District Electoral Area C Zoning Bylaw No. 765, 2002, in the spirit of the delegation presentation made to the Squamish-Lillooet Regional District Board for the WedgeWoods Development Expansion.

On May 27, 2019, 28165 Yukon Inc. submitted a rezoning application based on the concept presented to the Board on April 25, 2019. This rezoning application was given permission to proceed at the June 26, 2019 Board meeting:

> THAT the Squamish-Lillooet Regional District (SLRD) Board grant permission to proceed with a review of the zoning amendment application submitted by 28165 Yukon Inc. for proposed non-market housing (56 – 68 units) and 12 single family lots at WedgeWoods.

In the June 26, 2019 Permission to Proceed staff report with respect to the WedgeWoods rezoning proposal, it was noted that the proposed non-market housing site was designated as “non-settlement” land in the RGS, however, after receiving queries about WedgeWoods mapping inconsistencies from member municipality staff, the SLRD staff were able to determine that the RGS map in fact already designates the proposed non-market housing site on the west side of WedgeWoods property as “serviced residential” (which is the same designation as the existing WedgeWoods neighbourhood on the east side of the highway). The RGS defines “serviced residential” as follows: “Serviced Residential means a settlement that contains primarily residential uses serviced by community water and/or sewer systems”.

The mis-identification of the site on the property was the result of a combination of factors including scale, crudeness and linework of the original RGS mapping, the small parcel size of the proposed non-market housing relative to the west side of the property, and the dimensions and location of the mapping lines which caused the BC hydro right-of-way to be mistaken by staff for Highway 99. In addition, the GIS mapping (which was
done in 2012) on the SLRD website (the mapping which staff look to when researching land designations) identifies the entire west side of the highway as being “non-settlement” and does not differentiate the small piece that is designated in the RGS mapping as “serviced residential”. Part of the complication is that the entire WedgeWoods property is one contiguous District Lot which is hooked across the highway. The paper mapping from the RGS bylaw shows the land up to the hydro right-of-way as being serviced residential.

The OCP mapping for WedgeWoods has been in place since the Area C Official Community Plan was updated in 2008. On the paper mapping associated with the original OCP bylaw, the small piece of land was designated as “rural residential” (the same as the rest of WedgeWoods). Unfortunately, as noted above, the GIS mapping on the website does not recognize this small piece of land with respect to the original Electoral Area C OCP designation – reliance on the electronic mapping contributed to the mis-identification of the OCP designation and caused staff to identify the parcel as “resource management”, the same designation as the rest of the District Lot on the west side of the highway. The Electoral Area C OCP does not define “rural residential” however the objectives for rural residential development are noted as follows:

- To encourage the location of urban development forms, such as small lot residential subdivision and community facilities, within the Village of Pemberton’s core area, without precluding the establishment of localized facilities to serve plan area residents.
- To promote development consistent with the existing rural and semi-rural character of the area.
- To facilitate the provision of a range of housing choices.
- To ensure the planning, design, and construction of energy efficient neighbourhoods and buildings to minimize greenhouse gas emissions, maximize energy conservation, and improve air and water quality.

“Resource management” is also not defined in the OCP, but allows for such uses as “residential, agriculture, resource extraction, silviculture, dispersed outdoor recreation, and ancilliary uses related to these activities.”

See Appendix D for the current SLRD mapping associated with this property.

As the land has now been identified as already have been designated as "serviced residential", mapping changes are not required for the WedgeWoods proposal in association with the major RGS amendment being contemplated through Regional Growth Strategy Amendment Bylaw No. 1562-2018, as noted in the following Electoral Area Director’s Committee recommendation to the Board on May 6, 2019 (deferred to be addressed at this meeting – see separate agenda item):
THAT the lands identified by 28165 Yukon Inc. on a 1.6 ha portion of DL2247, Group 1, NWD located on the west side of Highway 99 as being the proposed site for the WedgeWoods Development Expansion for non-market housing be designated as Settlement Lands via a further amendment of Squamish-Lillooet Regional District Growth Strategy No. 1062, 2008, Amendment Bylaw No. 1562-2018, such bylaw which is a major amendment of the Regional Growth Strategy and is currently at second reading.

The “serviced residential” designation of the land in no way grants development rights to the land. The development proposal would require a zoning amendment in order to gain development rights.

The provision of affordable housing has been a key policy directive of the SLRD. Regional Growth Strategy Amendment Bylaw No. 1562-2018 includes expanded affordable housing policies.

SUMMARY:

<table>
<thead>
<tr>
<th>Community</th>
<th>Proposed Additions to Settlement Lands</th>
<th>Presented at Community Open Houses?</th>
<th>Development potential recognized in an adopted Official Community Plan?</th>
<th>Presented to Board at 2nd Reading and to Member Municipality Councils for two-60 day courtesy referrals? (note that courtesy referrals are not mandatory and an official 60-day referral is upcoming)</th>
</tr>
</thead>
<tbody>
<tr>
<td>District of Squamish</td>
<td>682 ha (1,685 acres)</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>Resort Municipality of Whistler</td>
<td>199.1 ha (492 acres)</td>
<td>No</td>
<td>No (at 3rd reading)</td>
<td>Yes</td>
</tr>
<tr>
<td>Village of Pemberton</td>
<td>3.84 ha (9.5 acres)</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>District of Lillooet</td>
<td>0 ha</td>
<td>No mapping changes presented</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>SLRD</td>
<td>1.09 ha (2.7 acres)</td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
</tr>
<tr>
<td>TOTAL</td>
<td>886.3 ha (2,189 acres)</td>
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</tbody>
</table>
RGS Review Next Steps

1. First Reading and Member Municipality Referrals (April 2018 – June 2018) – DONE
2. Second Reading and Member Municipality Referrals (October 2018 - January 2019); second courtesy referral out to member municipalities to confirm revisions are acceptable prior to initiating required 60-day referral for acceptance – DONE
3. Provide an update report to the SLRD Board – DONE
4. Affected Local Government & Ministerial Referrals (official 60-day referral for acceptance). Note that there are no opportunities for revisions during this 60-day referral process – options are acceptance or arbitration – NEXT
5. Third Reading and Adoption – TO COME
6. Member Municipality Regional Context Statement updates – 2 years to submit revised regional context statements for acceptance

RELEVANT POLICIES:
Squamish-Lillooet Regional District Regional Growth Strategy Bylaw No. 1062, 2008

REGIONAL IMPACTS ANALYSIS:
The SLRD RGS is an initiative of and applies to the four member municipalities and Electoral Areas B, C and D. It is a tool to support collaboration and achievement of smart growth. Any amendments to the RGS will impact all those who are signatory to the RGS Bylaw. Amendments conducted through the major amendment process involve referrals to and acceptance by all affected local governments.

OPTIONS:
Option 1 (preferred option):
Modify the RGS mapping regarding the District of Squamish and then initiate the 60-day referral for acceptance to all affected local governments.

Option 2:
Other, as per Board’s direction.

ATTACHMENTS:
Appendix A: Summary/timeline of 5 year review process
Appendix B: District of Squamish letter and proposed mapping
Appendix C: District of Squamish previously submitted proposed mapping
Appendix D: Proposed WedgeWoods non-market housing current RGS mapping

Submitted by: K. Needham, Director of Planning and Development Services
Approved by: L. Flynn, Chief Administrative Officer
TIMELINE OF EVENTS TO DATE: RGS AMENDMENT BYLAW 1562-2018

INITIATION

Scoping Period (April 2015 – February 2016)
- Referral sent to all affected local governments on the need for review, with opportunity to provide input (May 13, 2015)

Board Resolution to Initiate RGS Review (February 18, 2016)
Board Resolution to Adopt Consultation Plan and provide Notifications (April 27, 2016)
- Consultation Plan & Terms of Reference: developed by SLRD staff with input from the RGS Steering Committee; adopted by the SLRD Board.
- Notification of Initiation: to affected local governments and Minister and First Nations (May 2, 2016 to FNs and affected local governments, CAO referrals; November 17, 2016 to FNs more peripheral (i.e. no reserve lands within SLRD)
- Intergovernmental Advisory Committee (IAC): letter to the Minister regarding the formation of an IAC (IAC appointments).

Elected Officials Forum #1: Kick Off (June 9, 2016)
The purpose of this forum was to convene all member municipality and SLRD Elected Officials, Chief Administrative Officers, and Directors of Planning and Development to kick-off the SLRD RGS Review process – establishing a collaborative understanding in support of an effective, efficient and productive review process.
Key objectives for the forum were:
1. Establish common ground and understanding of regional growth strategies in general and the goals, principles and framework of the SLRD RGS.
2. Share RGS Review proposed revisions and discuss options.
3. Enhance communication and collaboration among all SLRD member Elected Officials as part of the RGS review process.

REVIEW & REVISE

Elected Officials Forum #2: Growth Management (November 10, 2016)
The purpose of this forum was to convene all member municipality and SLRD Elected Officials, Chief Administrative Officers, and Directors of Planning and Development to explore growth management tools and the desire to work together to directly address growth) within the updated Regional Growth Strategy (RGS).
Key objectives for the forum were:
1. Discuss and receive feedback on Growth Management Idea Recommendations; and
2. Discuss options/approaches to work together to directly address growth within the updated RGS.

Elected Officials Forum #3: Affordable Housing (December 1, 2016)
The purpose of this forum was to convene all member municipality and SLRD Elected Officials, Chief Administrative Officers, and Directors of Planning and Development to explore affordable housing tools, techniques and opportunities for regional approaches and collaboration.
Key objectives for the forum were:
1. Information sharing (trends/issues and tools/techniques); and
2. Exploring opportunities for regional approaches and collaboration (coordinated efforts).
Content Development (May – September 2017)
SLRD staff and the RGS Steering Committee worked to revise the RGS, based on input received at the Elected Officials Forums. Revisions and content development largely reflect member municipality and SLRD Official Community Plan (OCP) objectives and policies as well as other community plans such as agricultural plans, climate action plans, transportation plans, etc.

SHARE

Draft Amendment Bylaw
Discussion Draft Preliminary Referral to IAC (September 15, 2017 – October 15, 2017). SLRD staff worked to incorporate recommendations. RGS Steering Committee reviewed and endorsed recommendations.

ADOPT

First Reading of RGS Amendment Bylaw No. 1562-2018 (draft RGS Review) (April 18, 2018 (originally taken to the March 28, 2018 Board for first reading but deferred to April Board)
SLRD Board gave first reading of Amendment Bylaw 1562-2018 and referred out to member municipalities and First Nations for comment (the first courtesy referral).

Referrals (April 23 – June 6, 2018)
Member municipalities and First Nations.

Community Open House Information Sessions (June 11, 14, 19 and 20, 2018)
SLRD held community open house information sessions in each member municipality to provide information and seek input on the RGS Review draft (RGS Amendment Bylaw 1562-2018).

District of Lillooet Council Workshop (June 20, 2018)
At the request of the District of Lillooet Council, SLRD staff facilitated a workshop with District of Lillooet Council to receive input.

Update Report to SLRD Board – July 25, 2018

Second Reading of RGS Amendment Bylaw No. 1562-2018 and Referrals (October 24, 2018)
A second courtesy referral (October 25, 2018 – January 31, 2019) was extended to member municipalities to receive input in advance of the formal 60-day referral for acceptance process.

Update Report to the SLRD Board – February 27, 2019 - resolution for a 60 day extension of the Official 60 day referral process.

Report to the SLRD Board – April 24, 2019 - resolution for an additional 30 day extension of the Official 60 day referral process.

Report to the SLRD Board – May 22, 2019 - resolution for an additional 30 day extension of the Official 60 day referral process.

Advisory Meetings
Advisory meetings were held throughout the RGS Review process (10 during the scoping period, 12 during the review/revise phase, and 3 during the adoption phase), with the RGS Steering Committee guiding the process and the Intergovernmental Advisory Committee (IAC) providing input.
Dear Kim Needham,

I have received direction from District of Squamish Council to respond to the 2nd reading courtesy referral for Squamish-Lillooet Regional District Regional Growth Strategy Amendment Bylaw No. 1562, 2018.

District of Squamish Council has requested two changes to the Settlement Planning Urban Areas mapping update previously provided to the SLRD by the District. The changes include the following:

- removal of an area 10 ha in size located west of downtown adjacent to the Squamish River Estuary, and
- expansion of an area east of Brackendale to include an additional 6 ha.

These two changes are reflected in the attached map titled “Settlement Planning Urban Areas 2nd Reading Changes”. The District of Squamish requests that Squamish-Lillooet Regional District Regional Growth Strategy Amendment Bylaw No. 1562, 2018 be amended to reflect these mapping changes.

Please do not hesitate to contact me if you have any further questions.

Sincerely,

Matt Gunn
2nd Reading Changes.

Existing Settlement Planning Urban Areas

Municipal Boundary

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New Settlement Planning Areas

Existing Settlement Planning Area

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Total: 859
Regional Growth Strategy Bylaw No. 1062, 2008

Electoral Area C Official Community Plan Bylaw No. 689, 1999