



## CORPORATE REPORT

To: Regional and Corporate Services Committee

Date: 2020-03-10

From: Robin Beukens, Planner II

File No: 6430-51-2011-01

**Subject: Regional Growth Strategy Update**

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### INTENT

This report is intended to advise the Committee of information pertaining to an update of the Fraser Valley Regional District Regional Growth Strategy. Staff is not looking for a recommendation and has forwarded this information should members want more clarification to discuss the item further.

### STRATEGIC AREA(S) OF FOCUS

Support Environmental Stewardship

Foster a Strong & Diverse Economy

Support Healthy & Sustainable Community

Provide Responsive & Effective Public Services

### BACKGROUND

The Regional Growth Strategy (RGS) is a strategic, high-level policy document for coordinating planning in the Fraser Valley Regional District (FVRD) and for informing provincial priorities. An RGS is a framework for planning and coordinating the activities of local governments, the provincial government, and other agencies to ensure that the region as a whole is working toward a common future. The RGS considers issues that spill across the boundaries between neighbouring municipalities and regional districts. It also provides a framework for Official Community Plans in Fraser Valley municipalities and directs development in unincorporated areas. It considers issues that impact all of us, such as transit, housing, parks, the environment, air quality and economic development from a regional perspective. In recent years, building relationships with Indigenous communities have taken on a much more important role in the FVRD, and the updated RGS will reflect this change.

The first draft of the RGS update was presented to the Board for review in July 2014 and was sent out for referral to affected local governments, federal and provincial agencies; Indigenous communities and agencies; and other interested parties. Feedback from Indigenous communities and agencies took some time, and major Official Community Plan updates in Abbotsford, Mission and the District of Hope

and other priorities resulted in a decision to delay the second draft of the plan until municipal processes were completed. With other local government planning processes completed and strengthening relationships with Indigenous communities, the FVRD is restarting the RGS update process with a target of having a final version completed by the end of 2020, allowing the bylaw to move forward in early 2021.

## **DISCUSSION**

The Regional Growth Strategy (RGS) is a strategic plan enabled by the Local Government Act (LGA) that provides an overarching planning framework for coordinating the activities of local governments and the provincial government. It considers transit, housing, parks, economic development and environmental issues from a regional perspective with the goal of creating healthy, sustainable communities. As a long-range vision with a 20 to 30-year scope, it aims to ensure the region as a whole is working toward a common future.

Regional growth strategies support the management of issues that affect more than one jurisdiction and can perform the following functions (among others):

- Promote coordination among municipalities and regional districts on issues that cross jurisdictional boundaries;
- Promote coordination among municipalities, regional districts and Indigenous communities as a means of establishing and maintaining meaningful and collaborative relationships;
- Strengthen links between regional districts and the provincial ministries and agencies whose resources are needed to carry out projects and programs; and,
- Communicate the region's strengths to potential investors while demonstrating that local governments, Indigenous communities and stakeholders are proactively addressing the key issues affecting the region's future.

## **Legislation**

Part 13 of the LGA sets out the legal requirements for regional growth strategies in British Columbia. The purpose of regional growth strategies "is to promote human settlement that is socially, economically and environmentally healthy, and that makes an efficient use of public facilities and services, land and other resources."

The minimum requirements for a regional growth strategy include:

- A 20-year minimum time frame
- Regional vision statements
- Population and employment projections
- Regional actions for key areas such as housing, transportation, regional district services, parks and natural areas, and economic development
- Targets, policies and actions for the reduction of greenhouse gas emissions in the regional district

- Consideration of the most recent housing needs reports and the housing information on which such reports are based.

As housing needs reports are a new requirement and will not be mandatory until April 2022, the RGS update will not include housing needs report content but will refer to future requirements.

Regional growth strategies are required to work towards, but not be limited to, the following:

- avoiding urban sprawl and ensuring that development takes place where adequate facilities exist or can be provided in a timely, economical and efficient manner;
- settlement patterns that minimize the use of automobiles and encourage walking, bicycling and the efficient use of public transit;
- the efficient movement of goods and people while making effective use of transportation and utility corridors;
- protecting environmentally sensitive areas;
- maintaining the integrity of a secure and productive resource base, including the agricultural land reserve;
- economic development that supports the unique character of communities;
- reducing and preventing air, land and water pollution;
- adequate, affordable and appropriate housing;
- adequate inventories of suitable land and resources for future settlement;
- protecting the quality and quantity of groundwater and surface water;
- settlement patterns that minimize the risks associated with natural hazards;
- preserving, creating and linking urban and rural open space, including parks and recreation areas;
- planning for energy supply and promoting efficient use, conservation and alternative forms of energy; and
- good stewardship of land, sites and structures with cultural heritage value.

The RGS update was initiated by a resolution of the regional district Board of Directors. After the initiation, the Intergovernmental Advisory Committee (IAC) was formed consisting of senior staff from local governments, the Province, other agencies and, in the case of the FVRD, Indigenous community/agency representatives. The role of the IAC is to advise the regional district on the development of the RGS. The IAC was formed early in the process, but because of turn-over, over time, membership of the IAC will be updated. Consultation is required with regional district citizens; affected local governments; First Nations; boards of education, greater boards and improvement districts; and provincial and federal governments and their agencies and others as necessary.

Regional growth strategies do not require provincial approval, but formal "Acceptance" is required from "affected local governments," which consist of member municipalities and adjacent regional districts. Acceptance is by resolution of each local government. Once an RGS or major update is formally

adopted, member municipalities must update their official community plans (OCP) within two years with “regional context statements” (RCS). This is to ensure OCPs and the RGS are consistent.

The LGA also now allows minor amendment processes to be incorporated into an RGS. This facilitates changes without having to undergo the major amendment process as set out in the Act. The updated RGS will include a minor amendment process that will facilitate minor changes without triggering a more onerous major amendment process.

Regional districts are required to establish a monitoring program after an RGS has been adopted. The “Snap Shot” series of reports and, more recently, the RGS Monitoring Report (2019) are products of this program.

Local governments also have the option to enter into implementation agreements with other local governments, different levels of government (including the Province), and agencies to implement the actions and policies of a regional growth strategy. To date, few, if any, regional districts use this tool to implement their plans.

#### **2004 Regional Growth Strategy**

The FVRD’s current Regional Growth Strategy, “Choices for Our Future,” was adopted on October 26, 2004. The strategy was the result of an extensive collaborative and consultative process and was prepared in accordance with the Local Government Act.

Through the original RGS process, the region gained a better understanding of how valley communities were coping with the pressures of growth and change over the past twenty years. It was also a timely initiative given that the region had been newly amalgamated, and a regional vision and framework for managing growth was needed.

With its burgeoning population, expected to be approaching 500,000 by 2051, the region is experiencing new challenges in terms of increasingly complex growth management issues relating to air quality, transportation and transit, housing affordability, economic growth, healthy communities, greenhouse gas monitoring, Indigenous relations and others. Furthermore, new legislative requirements and funding arrangements from the provincial and federal governments are adding pressure on the region. It was timely to review and amend the FVRD’s RGS to address these evolving challenges.

Although the FVRD remains remarkably independent from the rest of the lower mainland, the region will increasingly face external pressures as a result of growth occurring within Metro Vancouver. By 2050, current trends indicate that the lower mainland’s population could be approaching a population of 4 million, up from about 2.9 million today. The RGS update will be taking such growth into consideration.

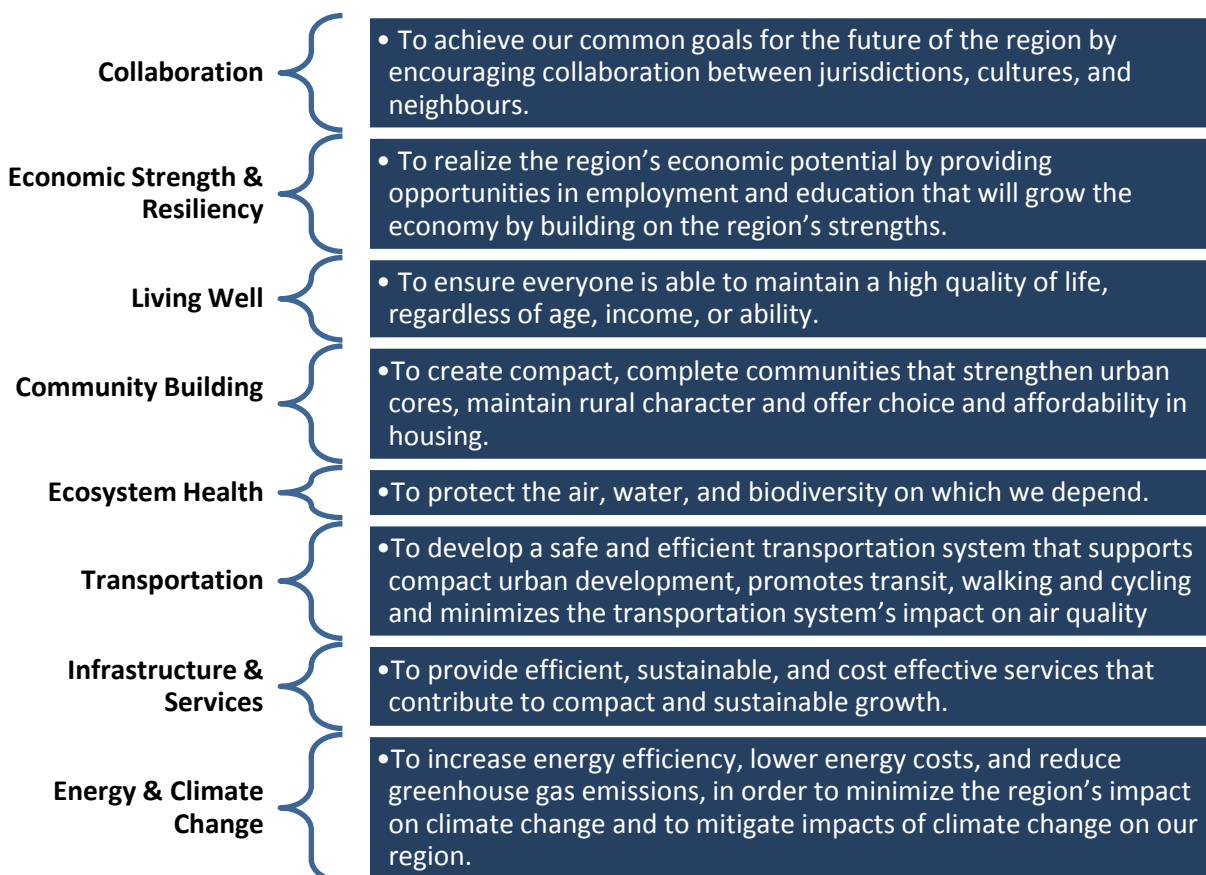
## Regional Growth Strategy Update

The RGS update formally began in 2011. An IAC was formed, and meetings held between 2011 and 2014. These meetings covered a range of topics, including developing the IAC terms of reference, reviewing work plans, discussing engagement strategies, garnering input from local governments, Indigenous communities and IAC member agencies, and reviewing drafts.

Presentations were made to municipal councils, and a workshop was held with the FVRD Board in July 2014. There was also outreach to Indigenous communities and agencies to provide opportunities for meetings and/or presentations. Staff met with several Band councils and/or staff, the FVRD held a community-to-community forum with Soowahlie First Nation which included discussion of the RGS, and the team met with S'ólh Téméxw Stewardship Alliance (STSA) leadership to discuss the first draft.

Public engagement also took place to gather input from residents in rural and urban parts of the region. Eight open house events were held throughout the region and referrals were sent out to local governments, Indigenous communities, government agencies and stakeholders. The first draft was shared with member municipalities, neighbouring regional districts and other IAC participants, People of the River Referral Office (PRRO) and forty-four individual Indigenous communities who have an interest in the FVRD.

The draft RGS includes eight goals:



Since 2014, the RGS update process has been complicated by several major OCP updates undertaken by the City of Abbotsford, District of Mission, and District of Hope; the need for more Indigenous engagement; and shifting regional priorities. Over this time, Indigenous consultation and relationship building activities have been undertaken in support of the RGS, and other FVRD initiatives and the Strategic Planning team has been tasked with other initiatives that help implement and/or monitor the existing RGS and provide input to the RGS update. Work has included:

- Fraser Valley Express and Hope transit service implementations (2015 and 2017) and other transit-related planning initiatives;
- Fraser Valley Trip Diary report (2014);
- Collaboration with BC Agriculture & Food Climate Action Initiative (CAI) - Fraser Valley Agricultural Climate Adaption Strategy (2015);
- Freshet Flooding & Fraser Valley Agriculture: Evaluating Impacts & Options for Resilience (2016) – collaboration with CAI;
- Homeless surveys and social housing inventories (2017 and 2020);
- Outdoor Recreation workshop (2017) and supporting the outdoor recreation and tourism economic analysis and management plan (2019-20);
- Clean Economy study and GLOBE Fraser Valley Focus event (2019-20);
- Updated agricultural “Snap Shot” report (2018) and the RGS monitoring report (2019).

## **2020 Schedule**

A schedule of RGS update activities is included in Appendix 1. Staff are currently working through a round of revisions to prepare a second draft of the RGS. This includes finalizing updated Transportation Priorities; updating the Indigenous peoples’ content; updating the population and employment projections to 2050 to better align with Metro Vancouver’s RGS update and TransLink’s 2050 Transportation Plan. Staff will also be meeting with provincial officials to discuss the RGS update and provincial expectations.

### **Provincial input**

Staff will be meeting with Municipal Affairs and Housing (MAH) officials shortly to discuss the RGS update and determine provincial expectations in relation to provincial legislation, United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) commitments and initiatives recently announced in the provincial budget. MAH will assist in identifying appropriate provincial staff to represent relevant ministries or agencies on the IAC.

### **Intergovernmental Advisory Committee (IAC)**

As part of the RGS update, an Intergovernmental Advisory Committee (IAC) was formed early in the process with a mandate to advise on developing the updated RGS. The IAC will be reinstated in the spring of 2020. The FVRD will be asking for staff from affected local governments, Indigenous communities/agencies and other organizations to be appointed to the IAC. A list of IAC member organizations is included as Appendix 2, although additional members may be added as needed.

The FVRD's IAC consists of a "Core" group with local government and Indigenous community membership and a broader advisory group (IAC terms of reference - Appendix 2).

### **Indigenous engagement**

More extensive engagement with Indigenous communities is needed to ensure that the RGS builds a strong framework for collaboration and further strengthens relationships in the FVRD. Although valuable feedback was received in the first draft, and the second draft reflects that input, it is important to acknowledge that more engagement is required to reflect changing relationships, the shifting legal landscape and provincial UNDRIP commitments.

Over the past few years, efforts have been made by the FVRD to build stronger relationships with indigenous communities and to better understand the challenges these communities face. Broader FVRD engagement has included a staff visit to Stl'alt'imc First Nations north of Harrison Lake, developing transit and other servicing agreements, community to community forums, engagement on outdoor recreation and tourism analysis and plans and more. While reserves are outside the jurisdiction of the RGS, Indigenous communities will be affected by anticipated population growth in the FVRD and the lower mainland as a whole. FVRD staff will be reaching out to Indigenous communities in the FVRD to determine how they will prefer to be engaged. The intent is to build on existing relationships and to build relationships where none are currently in place.

### **Public engagement**

More general public engagement will take place over the spring and summer. A public engagement strategy has not yet been finalized but will likely include a series of open houses and opportunity to comment on the draft plan online.

Discussions with the Province and Indigenous communities/agencies will assist in finalizing the work plan going forward. As the process moves forward, staff will keep the Board informed of the process, and a more detailed timeline will be provided.

Once a final draft is completed and undergone Board, IAC and legal review, the amendment bylaw will go forward to the FVRD Board. As required by the Act, before 3rd Reading, the bylaw will be formally referred to member municipalities and adjacent regional districts ("affected local governments") for formal acceptance by resolution. Once accepted, the bylaw can be adopted by the Board. Should an RGS update not be accepted and parties cannot come to an agreement, the LGA sets out an arbitration process to resolve any outstanding issues. The goal is to move the bylaw forward into the formal approval process in January 2021.

### **COST**

N/A

## **CONCLUSION**

A draft of the FVRD Regional Growth Strategy is being prepared and undergoing revisions. Staff will be re-instituting the Intergovernmental Advisory Committee, engaging with affected local governments, Indigenous communities and agencies, provincial and federal ministries and agencies, the public and stakeholders, as we move towards a final draft. A more detailed timeline will be provided to the Board to reflect upcoming discussions with the Province, Indigenous communities and agencies.

## **COMMENTS BY:**

**Alison Stewart, Manager of Strategic Planning:** Reviewed and supported.

**Stacey Barker, Director of Regional Services:** Reviewed and supported.

**Mike Veenbaas, Director of Financial Services:** No further financial comment.

**Jennifer Kinneman, Acting Chief Administrative Officer:** Reviewed and supported.



## FVRD Regional Growth Strategy 2020 Schedule

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**Fraser Valley Regional District ~ Regional Growth Strategy Review**

**INTERGOVERNMENTAL ADVISORY COMMITTEE (IAC) TERMS OF REFERENCE**

**COMMITTEE PURPOSE:**

Per Section 867(2) of the Local Government Act, the role of an IAC is to:

1. advise applicable local governments on the development and implementation of the Regional Growth Strategy; and
2. to facilitate coordination of Provincial and local government actions, policies and programs as they relate to the Regional Growth Strategy.

**BACKGROUND:**

The FVRD established an IAC when the Regional Growth Strategy (RGS) was initiated in 1996 and relied upon its guidance through the development of the *Choices for our Future* RGS to its adoption in 2004. The current RGS is the product of that collaborative and consultative process. The IAC was allowed to lapse after the adoption of the RGS in 2004.

In October 2010 the FVRD formally initiated a major RGS review and update and as part of this process is reinstituting the IAC. The mandate will be to advise applicable local governments on developing the updated RGS.

Per Section 867(2) of the Local Government Act, a regional district must establish an Intergovernmental Advisory Committee (IAC) when a Regional Growth Strategy is initiated or a major amendment is undertaken. The Act specifies that the role of the IAC is to:

1. advise applicable local governments on the development and implementation of the Regional Growth Strategy; and
2. to facilitate coordination of Provincial and local government actions, policies and programs as they relate to the Regional Growth Strategy.

The Act also specifies that the membership of the IAC must include the following:

1. the planning director for the regional district, or another official appointed by the Board;
2. the planning director, or another official appointed by the applicable council, of each municipality, all or part of which is covered by the Regional Growth Strategy;
3. senior representatives of the Provincial government and Provincial government agencies and corporations, determined by the Minister in consultation with the Board; and
4. representatives of other authorities and organizations if invited to participate by the Board.

## MEMBERSHIP COMPOSITION

1. The IAC shall be comprised of a 'core group' and a 'resource group'.
2. The **'core group'** of the IAC shall include the following:
  - a. FVRD: senior staff responsible for strategic planning, electoral area planning and public works and services;
  - b. FVRD affected local governments (member municipalities and adjacent regional districts): the planning director or equivalent, or another official appointed by the applicable council or regional board;
  - c. Ministry of Community, Sport and Cultural Development (MCSCD): senior staff with responsibilities related to monitoring regional growth strategy development and implementation.
  - d. FVRD First Nations: senior staff responsible for planning and land use management, or another official appointed by the applicable council
  - e. Members of the 'resource group' relevant to the specific items or issues to be discussed at an IAC meeting.
3. The **'resource group'** of the IAC may include the following:
  - a. Other FVRD Local Authorities: senior staff from Fraser Health Authority and School Districts No. 78, 75, 34 and 33;
  - b. Provincial Ministries, Agencies and Corporations: senior staff with responsibilities related to the attainment of Regional Growth Strategy objectives pursuant to the *Local Government Act*;
  - c. Federal Government Departments and Agencies: senior staff with responsibilities related to the attainment of Regional Growth Strategy objectives pursuant to the *Local Government Act*.
  - d. Senior representatives of other organizations as invited by the IAC Chair and/or Regional Board.

## IAC PROCEDURES

1. The Chair of the IAC shall be elected by the committee.
2. The 'core group' of the IAC shall meet as necessary. The number and frequency of meetings may vary according to the work plan for each year.
3. A number of the meetings will be an issue-based workshop format, with IAC members expected to participate and, in some instances, take a leading role.
4. The IAC will meet at the call of the Chair.
5. The IAC is not a formal decision making body. It is a forum for the identification, discussion and resolution of growth management challenges facing the region. It is expected that the IAC will help the FVRD to better understand the full range of perspectives that could be taken into consideration in its decisions related to these issues.
6. The agendas and minutes for meetings of the 'core group' will be circulated to the 'resource group' for information purposes in accordance with the RGS Engagement Plan.
7. Members of the 'resource group' may attend any meeting of the 'core group' upon notifying the IAC Chair or an FVRD staff member responsible for the RGS of their anticipated attendance.
8. The minutes of IAC meetings will be provided to the FVRD Board for consideration of receipt.

9. In the context of IAC meetings, consensus means the committee will not engage in formal voting, but will agree among themselves on a position before moving on.
10. IAC core group members will be responsible for communicating with their respective Councils/Boards on a regular, consistent and timely basis.
11. IAC core group members will be responsible for communicating any concerns or issues raised by their respective Council/Boards to the IAC core committee as they arise.
12. FVRD staff will provide support to IAC core group members to ensure that reporting and communication strategies and processes work for each individual organization.

## **2020 IAC membership (proposed updated list)**

### **CORE:**

FVRD staff

- Regional Services
- Electoral Area Planning
- Engineering and Community Services

Affected Local Governments – member municipalities and adjacent regional districts.

Ministry of Municipal Affairs and Housing

Indigenous representation – determined in consultation with Indigenous communities or agencies

### **ADVISORY:**

Provincial ministries & related agencies (relevant)

- Ministry of Aboriginal Relations and Reconciliation
- Ministry of Agriculture
- Agricultural Land Commission
- Ministry of Forests, Lands, Natural Resource Operations, and Rural Development
- Ministry of Environment and Climate Change Strategy
- Ministry of Energy, Mines, and Petroleum Resources
- Fraser Health Authority
- Ministry of Jobs, Economic Development and Competitiveness
- Ministry of Transportation and Infrastructure
- Ministry of Social Development and Poverty Reduction
- Ministry of Tourism, Arts and Culture
- BC Housing

Federal agencies

- Transport Canada
- Environment and Climate Change Canada
- Fisheries and Oceans Canada

Others

- School Boards (#33, #34, #75 and #78)
- University of the Fraser Valley
- BC Transit
- TransLink
- Port Metro Vancouver
- Abbotsford Airport Authority
- BC Ag Council
- Chambers of Commerce
- Urban Development Institute
- Others as identified by the IAC or Regional Board