



# STAFF REPORT TO COMMITTEE

**DATE OF REPORT** November 23, 2023

**MEETING TYPE & DATE** Electoral Area Services Committee Meeting of December 6, 2023

**FROM:** Strategic Initiatives Division  
Land Use Services Department

**SUBJECT:** Complete Communities Grant Request for Resolution

**FILE:** 3900-30 4373 OCP for the Electoral Areas

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## PURPOSE/INTRODUCTION

The purpose of this staff report is to request a Board resolution that the Cowichan Valley Regional District (CVRD) may apply for, receive and manage a grant from the Union of BC Municipalities (UCBM) to prepare complete community assessments for all CVRD electoral areas.

The first application for a complete community assessment for Phase 1 “Prepare” and Phase 2 “Assess” was approved August 23, 2023. This request is to support a second application for a complete community assessment for Phase 3 “Act” (implementation).

## RECOMMENDED RESOLUTIONS

That it be recommended to the Board:

1. That the CVRD apply for a grant from the Union of BC Municipalities to develop a Complete Community Assessment for all CVRD electoral areas as outlined in this staff report dated November 23, 2023, to the December 6, 2023, Electoral Area Services Committee; and
2. That the 2024 budget for function 325 (Community Planning) be amended, subject to grant approval to:
  - a. Increase grants by \$150,000;
  - b. Increase expense (Strategic Initiatives – Consultants) by \$75,000; and
  - c. Increase expense (Strategic Initiatives – Public Engagement) by \$75,000.

## BACKGROUND

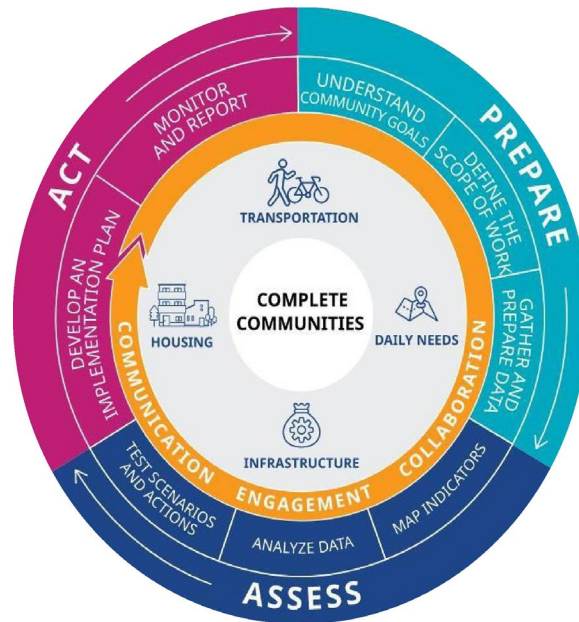
### The Opportunity – Complete Communities Program

The Complete Communities (CC) program supports local governments and modern Treaty First Nations in advancing identified community goals through the creation of more complete communities. The program provides application-based funding for communities to undertake assessments of their land use to inform potential actions to create more complete communities as part of meeting community goals. The program supports communities in undertaking assessments to inform land use decision-making, considering housing need, supply and location; providing transportation options, including increased walkability; and making connections to infrastructure investment and servicing decisions.

The Complete Communities program aligns with commitments in the [Clean BC Roadmap to 2030](#), the Province’s plan to achieve its emissions reduction targets while building a cleaner economy that benefits everyone. All local governments in BC are signatories to the *Climate Action Charter* and the program supports signatories in fulfilling their commitment to create more complete, compact and energy efficient communities.

“Complete Communities” is a broad concept and can be defined in several different ways. For the purposes of the program, complete communities are communities—or areas within a community—that provide a diversity of housing to meet identified community needs and accommodate people at all stages of life, and provide a wider range of employment opportunities, amenities and services within a 15- to 20-minute walk. In a regional district, complete communities could be the hubs that are part of a connected regional network. See Figure 1 for an overview of the three phases.

**Figure 1 Complete Community Assessment Phases**



Source: Province of BC

### **The Connection – OCP for the Electoral Area Local Area Planning Process**

The Official Community Plan for the Electoral Areas (Bylaw No. 4373/OCP) development has been in process since 2020. Significant spatial analysis has informed a new land use framework including new growth containment boundaries. A local area planning process has commenced as part of the OCP, which includes three steps:

- Step 1 Future Visioning
- Step 2 Planning
- Step 3 Implementation Plan

Step 1 Future Vision community engagement was completed in October and November 2023. Step 1 corresponds with Complete Community Assessment Phases I Prepare and Phase II Assess. Workbooks include sections on vision, descriptions and the four complete community assessment lenses: housing, daily needs, infrastructure and transportation. They formed the basis of the engagement on the complete communities. See Figure 2: Workshop Booklet Samples.

**Figure 2 Workshop Booklet Samples (Fall engagement Step 1 Future Visioning)**



### The Alignment – Local Area Planning Process and Complete Community Assessment

The Complete Communities Assessment Grant #2 would provide detailed analysis that is complementary to the local area planning process to support Step 3 Implementation Plan, which corresponds with Complete Communities Phase 3 Act. In Phase 3 an implementation plan and performance metrics will be developed for each local area plan. See Figure 3: comparison of the local area plan steps vs the complete community phases.

**Figure 3 Local Area Plan Steps vs Complete Community Phases**



### The Application – Deadlines and Relationship with Local Area Planning and other Planning Processes

Application #1: The CVRD's first application was approved August 23, 2023, for Phase 1 Prepare and Phase II Assess, which correspond with Local Area Plan Step 1 Future Visioning and Step 2 Plan. Activities must be complete by August 2024.

Application #2: The second application is due January 12, 2024, with confirmation anticipated by April 1, 2024, completion by April 1, 2025, and reporting by May 1, 2025. The second application

would be submitted for all electoral area local area plans / complete communities implementation activities – Phase III.

See Table 1 for a list of Phase I, 2 and 3 activities. Application #2 is for Phase 3 – ACT.

**Table 1 UBCM Complete Community Grant Eligible Activities**

<b>Criteria</b>	<b>Grant # 1 Scope</b>
<b>Prepare – Phase I</b>	<b>In process</b>
Review of community context	√
Prepare scope of work (team, resources, goals and engagement strategy)	√
Data collection compilation, updates, indicators	√
<b>Assess – Phase 2</b>	
Spatial analysis of selected lenses (housing, transportation, daily needs, infrastructure)	√
Assessment of strengths, opportunities and challenges to becoming more complete	√
Determine potential actions	√
Creation of scenarios to test potential actions	√
Analysis of potential trade-offs for different potential actions and how these actions may help achieve community goals	√
<b>ACT – Phase 3</b>	<b>Grant #2 Scope</b>
Development implementation plan, monitor and report	tbd

See Table 2 for the grant application evaluation criteria. The CVRD grant proposal meets all evaluation criteria.

**Table 2 Grant Application Evaluation Criteria**

<b>Evaluation Criteria</b>	<b>CVRD MOCP</b>
Alignment with Complete Communities program	√
Evidence of engagement with First Nations	√
Engagement with neighbouring jurisdictions and other impacted or affected parties	√
Demonstrate how Complete Communities supports or will be used to inform community goals, corporate plans, such as the OCP, zoning bylaw, housing plans, climate action plans or transportation plans	√
Cost effectiveness (build on years of OCP development and investment)	√

### **First Nations & Equity Denied Populations**

The grant supports honoraria for cultural leaders, Elders, Indigenous Knowledge keepers and/or cultural keepers when they are scheduled to speak, present or teach, and honoraria for equity-denied populations or service organizations that support equity-denied populations. The grant would, therefore, provide financial support to engage with cultural leaders and equity-denied populations, thereby enhancing participation.

The grant also requests demonstrated evidence of engagement with First Nations and/or Indigenous organizations in advance of submitting the application and as part of the proposed

project and staff completion of Indigenous Cultural Safety and Cultural Humility Training. Through the OCP process, the CVRD has demonstrated evidence of engagement with First Nations. CVRD Strategic Initiatives planning staff have completed Local Government Management Association (LGMA) training.

Two letters of support for the grant have been received from Malahat First Nation and Ts'uubaa-asatx Nation for all three phases. Staff have met with Malahat and Ts'uubaa-asatx Nation staff and analysis is underway to identify opportunities and challenges to coordinate land use planning in local area plans for electoral areas A – Mill Bay/Malahat and B – Shawnigan Lake and electoral areas F – Cowichan Lake South/Skutz Falls and I – Youbou/Meade Creek, respectively.

## ANALYSIS

**Opportunity** – This complete community assessment opportunity aligns with the OCP by providing more detailed analysis for the development of implementation plans and performance metrics at the local area planning level.

**Connection and Alignment** – The opportunity aligns with local area plan processes planned for 2024 and 2025. The Complete Community Assessment supports a more robust analysis than the core budget 2024 (draft) provides and meets the grant criteria that this funding is additional to core project funding. Note \$150,000 is identified in the Strategic Initiatives budget as core funding in 2024 to support local area planning, engagement and legal work.

**Application Deadlines & Relationship with Local Area Plan Development** – Securing the Complete Communities grant #2 in Spring 2024 will support Step 3 policy finalization planned for 2024 and 2025.

## Recommendations

That it be recommended to the Board:

1. That the CVRD apply for, receive and manage a grant from the Union of BC Municipalities to develop a Complete Community Assessment for all CVRD electoral areas as outlined in this staff report dated November 23, 2024, to the December 6, 2023, Electoral Area Services Committee; and
2. That the 2024 budget for function 325 (Community Planning) be amended, subject to grant approval to:
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The Complete Communities assessment grant would allow detailed analysis in local area plans, identify implementation plans and performance metrics which would enhance our livable communities while strengthening relationships with First Nations, advancing reconciliation.

## FINANCIAL CONSIDERATIONS

A grant application of \$150,000 would be submitted by January 12, 2024, on behalf of the CVRD. Eligible costs include engagement with experts, public engagement, visual outputs, analysis for performance metrics to support decision making, honoraria for cultural leaders and translation costs and the development of culturally appropriate materials.

Grants are awarded in two payments: 50% at the approval of the project and 50% when the project is complete and UBCM has received and approved the required final report and a financial

summary. The grant criteria must supplement core funding for the development of the local area plans and not be the primary source of funds.

Funding deadline: January 12, 2024.

An RFP was issued for grant #1 with provisions that if the CVRD applied for and was granted a second grant that the CVRD could continue with the successful proponent.

#### COMMUNICATION CONSIDERATIONS

The Complete Communities project requires engagement with community, First Nations, equity-denied populations other local governments and agencies.

#### STRATEGIC/BUSINESS PLAN CONSIDERATIONS

1.2) Advance community place-making initiatives

2.1) Support community-led reconciliation and relationship building through the establishment of protocols and partnerships with First Nations

#### GENERAL MANAGER COMMENTS

☐ Not Applicable

The proposed Complete Community Assessment for all CVRD electoral areas is an opportunity to inform the electoral area local area planning process, and facilitate First Nations and public engagement in relation to land use planning.

Referred to (upon completion):

- ☐ Community Services (*Arts & Culture, Cowichan Community Centre, Cowichan Lake Recreation, South Cowichan Recreation, Facilities & Transit*)
- ☐ Corporate Services (*Finance, Human Resources, Information Technology, Legislative Services*)
- ☐ Operations (*Parks & Trails, Recycling & Waste Management, Utilities*)
- ☐ Land Use Services (*Building Inspection & Bylaw Enforcement, Community Planning, Development Services, Strategic Initiatives*)
- ☐ Strategic Services (*Communications & Engagement, Economic Development, Emergency Management, Environmental Services*)

Prepared by:

Reviewed by:



Coralie Breen, PhD, RPP, MCIP  
Manager

Not Applicable  
Not Applicable



Ann Kjerulf, MCP, RPP, MCIP  
General Manager

Reviewed for form and content and approved for submission to the Committee:

Resolution:

Financial Considerations:

☒ Corporate Officer

☒ Chief Financial Officer