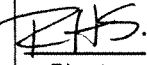
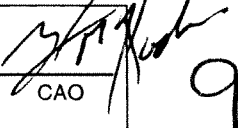


| COUNCIL AGENDA/INFORMATION | | | |
|--|---------------------------|-----------------|--|
| <input type="checkbox"/> Closed | Date: _____ | Item # _____ | |
| <input checked="" type="checkbox"/> Reg. Council | Date: <u>June 7, 2010</u> | Item # <u>9</u> | |
| <input type="checkbox"/> Supplemental | Date: _____ | Item # _____ | |

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|  Director |  CAO |
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DISTRICT OF WEST VANCOUVER
750 – 17TH STREET, WEST VANCOUVER, BC V7V 3T3

COUNCIL REPORT

Date: May 28, 2010 File: 1610-10-4625
From: Wendy LeBreton, Community Planner
Subject: **Comments at the May 17, 2010 Public Hearing on Official Community Plan Bylaw No. 4360, 2004, Amendment Bylaw No. 4625, 2010: Community Greenhouse Gas Reduction Targets and Policies**

RECOMMENDED THAT:

1. Official Community Plan Bylaw No. 4360, 2004 Amendment Bylaw No. 4625, 2010 be revised as set out in Appendix A of the report dated May 28, 2010 regarding comments received at the May 17, 2010 Public Hearing on Official Community Plan Bylaw No. 4360, 2004, Amendment Bylaw No. 4625, 2010: Community Greenhouse Gas Reduction Targets and Policies;
2. Official Community Plan Bylaw No. 4360, 2004 Amendment Bylaw No. 4625, 2010, as amended, be read a second time; and
3. Official Community Plan Bylaw No. 4360, 2004 Amendment Bylaw No. 4625, 2010, be read a third time.

Purpose

At the May 17, 2010 Public Hearing staff advised that comments could be provided to Council regarding questions raised at the Public Hearing. This report provides those comments and suggests wording that Council may wish to incorporate in the proposed bylaw by way of amendment.

1.0 Background

1.1 Prior Resolutions

May 17, 2010 – The Public Hearing for Official Community Plan Bylaw No. 4360, 2004 Amendment Bylaw No. 4625, 2010 (Bill 27) was held and adjourned to June 7, 2010

April 28, 2010 – Official Community Plan Bylaw No. 4360, 2004, Amendment Bylaw No. 4625, 2010 received first reading

2.0 Balanced Scorecard

| Corporate Objective | Strategic Initiative | 2010 Milestone |
|--|---|--|
| 1.2 (Environment) Protect, restore and defend our natural environment; legislate efforts to effect positive change. | 1.2.3. Complete and implement District Climate Action Plan and initiate methodology for combating climate change. | - Amend Official Community Plan for Bill 27 Compliance |

3.0 Analysis

3.1 Discussion

Submissions raised at the Public Hearing regarding the intent of Bill 27, and specific policies contained in the proposed OCP Amendment Bylaw No. 4625, 2010 are outlined and discussed in the table attached as Appendix A. The table also includes staff recommendations for suggested changes to the proposed Bylaw.

3.2 Sustainability

Adapting to and mitigating our contribution to global climate change, by setting targets and policies to reduce our community's GHG emissions, are critical steps in the community's long term path to sustainability.

4.0 Options

4.1 Council may receive the staff report, and:

1. revise the proposed bylaw as recommended and consider the bylaws for further readings; or
2. make revisions to the proposed bylaw additional to or other than those recommended by staff and consider the bylaw for further readings; or
3. consider the proposed bylaw for further readings

Author:

Wendy LeBreton, Community Planner

Concurrence

Geri Boyle, Manager of Community Planning

Appendices:

Appendix A – Comments Regarding Proposed OCP Amendment Bylaw No. 4625, 2010: Discussion and Staff Recommendations

Appendix B – Proposed OCP Amendment Bylaw No. 4625, 2010 showing recommended changes

APPENDIX A:

Comments Regarding Proposed OCP Amendment Bylaw No. 4625: Discussion and Staff Recommendations

| SUBMISSION SUBJECT | DISCUSSION | RECOMMENDATION |
|---|--|---|
| <p>1 Amendment Bylaw 4625 Section 5.1.5. (Policy U 4): "Encourage water conservation through community-wide education programs. Emphasize benefits of the residential water metering program."</p> | <p>Comments received indicated that this policy, as written, implied that the District had not already delivered a major educational campaign regarding metering and water conservation, and thereby requested the policy be amended to reflect a <i>continuation</i> of such community education programs. Staff views this as an appropriate amendment.</p> | <p>Amend section 5.1.5. to read: "Encourage water conservation through <i>the continuation of</i> community-wide education programs. Emphasize benefits of the residential water metering program."</p> |
| <p>2 Amendment Bylaw 4625 Section 5.1.6. (Policy U 5): "Work with Metro Vancouver to explore innovative, low carbon solutions for the upcoming replacement of the Capilano sewage treatment plant."</p> | <p>Comments received indicated the importance of a life cycle approach to evaluating the cost-effectiveness of such installations. Staff agrees that this is an important aspect of these analyses and, as such, recommends an amendment to the policy.</p> | <p>Amend section 5.1.6. to read: "Work with Metro Vancouver to explore innovative, low carbon solutions for the upcoming replacement of the Capilano sewage treatment plant <i>and, in the analysis of options, include a full life cost assessment.</i>"</p> |
| <p>3 Amendment Bylaw 4625 Schedule 2 – Policy H 12 (sub-policy): "Monitor the effects of home energy audits and home energy retrofits on our community GHGs, and evaluate the need for mandatory requirements if GHG reduction targets are not being met."</p> | <p>Comments received raised concerns about the intent and nature of this sub-policy. The background to this sub-policy is the Climate Action Working Group felt that a home energy audit is a useful tool to guide homeowners in doing home energy retrofits. The sub-policy, as currently written, may imply community-wide requirements of homeowners; whereas in fact, the District would only consider requirements for those wishing to build or substantially renovate their buildings. This intent is also already reflected in section 3.1.1. of the bylaw: "Review development-related bylaws, and other policy tools made available by the Local Government Act, to identify ways to improve the environmental and energy performance of all new and existing buildings." That being said, "other policy tools" could be interpreted so as to exclude tools such as funding programs, partnering opportunities, regulation, and educational initiatives. Therefore, staff recommend the word "policy" be</p> | <p>Amend Schedule 2 – Policy H 12 (sub-policy) to read: "Monitor the impacts of home energy retrofits on GHG reduction". Amend section 3.1.1. to read: "Review development-related bylaws, and other tools made available by the Local Government Act, to identify ways to improve the environmental and energy performance of all new and existing buildings."</p> |

APPENDIX A:

Comments Regarding Proposed OCP Amendment Bylaw No. 4625: Discussion and Staff Recommendations

| SUBMISSION SUBJECT | DISCUSSION | RECOMMENDATION |
|---|--|---|
| | deleted from section 3.1.1 and from the sub-policy in H 12. (see right hand column). This will enable exploration of a diverse range of opportunities. | Amend Schedule 2 – Policy H 12 (sub-policy) to read: “Explore tools to affect energy performance requirements of residential buildings.” |
| <p>4</p> <p>The May 31, 2010 deadline for Local Governments to include GHG reduction targets, policies, and actions in their OCPs</p> | <p>Comments received suggested that there was no deadline for local governments to amend their OCPs.</p> <p>The Provincial Ministry has advised that the May 31, 2010 date was part of the ‘Transitional Provisions’ of Bill 27. There has not, however been any indication of any penalties, etc for not meeting this deadline. That being said, on December 7, 2009, Council approved a process for amending the OCP, as per Bill 27 requirements, which included a timeline of bringing forward a proposed bylaw amendment by May 31, 2010.</p> | No action required. |
| <p>5</p> <p>The intent and specific requirements of Bill 27 e.g.</p> <ul style="list-style-type: none"> - Concern about the appropriateness of using the term “Climate Change” in the Bylaw - Concern about use of “specific and measurable targets” | <p>Comments received expressed concern that the proposed amendment bylaw, although being written in response to Bill 27, contained terms and phrases that were not explicitly written in the Bill itself. In order to understand the intent of Bill 27 one can look at the context within which the Bill occurs.</p> <p>In 2007 the Province, UBCM and local governments of British Columbia agreed that climate change is real and that taking action on reducing greenhouse gases is essential. As of March 2009, 174 local governments, including the District of West Vancouver, had signed onto the Climate Action Charter that confirms this understanding.</p> <p>Bill 27 was only one of a host of legislation developed to help implement the Province’s Climate Action Plan. It is specific to local governments and the need to reduce their community greenhouse gases and, by <i>extension</i>, their contribution to climate change. Provincial Ministry supporting documentation expands on the intent of the Bill as follows:</p> <p>“The intent of the GHG target-setting provisions of Bill 27 is to achieve a fundamental shift in planning across the Province. It is meant to ensure that</p> | No action required. |

APPENDIX A:

Comments Regarding Proposed OCP Amendment Bylaw No. 4625: Discussion and Staff Recommendations

| SUBMISSION SUBJECT | DISCUSSION | RECOMMENDATION |
|--|---|----------------------------|
| | <p>local governments apply a climate action and energy planning lens when planning, decision making and managing land use within their communities, and consider how their official community plan will contribute to, or reduce, their greenhouse gas emissions.” – <i>Ministry Workshop Materials (Implementing GHG and Energy Reduction Measures for Bill 27 and More)</i></p> <p>Comments received also indicated that the use of “specific and measurable targets” was not necessary, as those terms are not explicitly referenced in the Bill. District Staff have confirmed with the Provincial Ministry that at least one target should be defined as a measurable emissions reduction target, typically expressed as either a percentage reduction or a # of tonnes reduction.</p> | |
| <p>6 The GHG reduction targets that were chosen for West Vancouver.</p> | <p>Comments received asked why West Vancouver opted to use the Province’s GHG reductions targets rather than those of the City of North Vancouver (e.g. 15% below 2007 by 2020; 80% below 2007 by 2050).</p> <p>The City of North Vancouver’s per capita GHG emissions are lower than the provincial average, while the District of West Vancouver’s are higher. Therefore, the CAWG believed West Vancouver has greater opportunity for more significant reductions in GHGs. Also, the Province recommended that local governments match the provincial objectives for climate change, at least for the purpose of setting their overall GHG reduction targets. Aligning with provincial targets may also have added benefits in terms of increased eligibility for provincial government funding and support.</p> | <p>No action required</p> |
| <p>7 West Vancouver’s 2007 GHG emissions baseline data.</p> | <p>Comments received inquired about the methodology for determining West Vancouver’s 2007 GHG emission baseline.</p> <p>The baseline was conducted as part of a province-wide assessment of 2007 greenhouse gas emissions. The detailed methodology can be found in the 2007 Community Energy and Emissions Inventory (CEEI) Reports User Guide on the Province’s website. (http://www.env.gov.bc.ca/cas/mitigation/ceei/reports.html)</p> <p>While it is understood and acknowledged that the detailed methodology contains significant assumptions; it is, noted that the baseline is for the</p> | <p>No action required.</p> |

APPENDIX A:
Comments Regarding Proposed OCP Amendment Bylaw No. 4625:
Discussion and Staff Recommendations

| | SUBMISSION SUBJECT | DISCUSSION | RECOMMENDATION |
|----------|---|---|-----------------------|
| | | <p>entire province and consequently, all communities are on the same page. The key aspect of the 2007 baseline inventory is the <i>relative</i> contribution of different sectors to the community's greenhouse gas emissions. For West Vancouver, that contribution is more or less equally shared by the building and automobile sectors. From the Provincial Climate Action Secretariat: "As with other inventories, the reports are living documents that will continue to improve. They are designed to create a solid foundation on which local governments will be able to build."</p> | |
| 8 | GHG emissions measurement and tracking. | <p>Comments received inquired about how the District proposed to measure changes in GHG emissions.</p> <p>Roughly speaking, the changes would be extrapolated from the results (energy and dollar savings) of home energy retrofits that are voluntarily reported to the District. We are working with community partners now to enable neighbourhood-wide home energy audits and retrofits (e.g. Eagle Island) in the hopes of garnering more support and interest from the community regarding the importance, and economic and environmental benefits of home energy retrofits. In addition, the BC Community Energy and Emissions Inventory Reports are to be updated on a periodic basis. For further details on this schedule, contact the Provincial Climate Action Secretariat.</p> | No action required. |
| 9 | The cost of purchasing carbon offsets. | <p>Comments received inquired about the cost of "paying for carbon credits mandated by the Province".</p> <p>More than 100 municipalities across BC made a voluntary commitment to have carbon neutral operations by 2012 in the Climate Action Charter signed on September 26, 2007. The District of West Vancouver signed the Charter on July 14, 2008. Municipalities can choose to purchase carbon offsets as a means of meeting this commitment, at a cost of \$25/tonne. The alternative is to reduce the District's corporate carbon emissions. See the Pacific Carbon Trust for further details (www.pacificcarbontrust.com).</p> | No action required. |



District of West Vancouver

**Official Community Plan Bylaw No. 4360, 2004
Amendment bylaw No. 4625, 2010**

Effective Date:

TRACK CHANGES VERSION:

- Insertions are underlined
- Deletions are shown as ~~strikeout~~

District of West Vancouver

Official Community Plan Bylaw No. 4360, 2004 Amendment Bylaw No. 4625, 2010

WHEREAS the Council of The Corporation of the District of West Vancouver deems it expedient to establish community greenhouse gas reduction targets and policies, as required by the Local Government Act, in order to reduce the community's contribution, and vulnerability, to climate change;

NOW THEREFORE, the Council of the District of West Vancouver enacts as follows:

Part 1 Citation

- 1.1 This bylaw may be cited as "Official Community Plan Bylaw No. 4360, 2004, Amendment Bylaw No. 4625, 2010".

Part 2 Severability

- 2.1 If a portion of this bylaw is held invalid by a Court of competent jurisdiction, then the invalid portion must be severed and the remainder of this bylaw is deemed to have been adopted without the severed section, subsequent, paragraph, subparagraph, clause or phrase.

Part 3 Amends the "Framework for Action"

- 3.1 Schedule A to Official Community Plan Bylaw No. 4360, 2004 is amended as follows:

- 3.1.1 By adding new bulleted items under "Implementation / Future Reviews", on page 31 of the Framework for Action, as follows:

"Review development-related bylaws, and other ~~policy~~ tools made available by the Local Government Act, to identify ways to improve the environmental and energy performance of all new and existing buildings."

"Create a Community Energy Plan, as recommended in the Community Climate Action Plan."

Part 4 Adds new Policy Section “A”: Climate Action

- 4.1 Schedule A to Official Community Plan Bylaw No. 4360, 2004 is amended by adding a new section, Policy Section “A”: Climate Action, before Policy Section 1, as set out in Schedule 1 to this Bylaw.

Part 5 Amends Policy Sections 3 [Housing]; 4 [Built Form and Neighbourhood Character]; 12 [Transportation and Mobility]; and 13 [Municipal Utilities]

- 5.1 Schedule A to Official Community Plan Bylaw No. 4360, 2004 is amended as follows:

5.1.1 By adding a new heading “Housing & Climate Change” and text on page 48 of Policy Section 3: Housing, and new Policy “H 12” on page 53, as set out in Schedule 2 to this Bylaw.

5.1.2 By amending Policy “BF A 2” on page 57 of Policy Section 4: Built Form and Neighbourhood Character, by adding the following after the first bullet:

“Continue to encourage full life cycle cost assessments for all municipal building energy-related decisions (e.g. heating, cooling or water energy systems).”

5.1.3 By adding new Policy “BF A 6” on page 58 of Policy Section 4: Built Form and Neighbourhood Character, as set out in Schedule 3 to this Bylaw.

5.1.4 By amending Policy “T2” on page 138 of Policy Section 12: Transportation and Mobility, by replacing the first bullet with the following:

“Strive to reduce community greenhouse gas emissions resulting from vehicle trips through the development of policies and programs that:

- encourage the use of alternative forms of transportation; and
- provide increased transportation-related non-vehicular facilities and services throughout the community”

5.1.5 By amending Policy “U 4” on page 142 of Policy Section 13: Municipal Utilities, by replacing the 5th bullet with the following:

“Encourage water conservation through the continuation of community-wide education programs. Emphasize benefits of the residential water metering program.”

- 5.1.6 By amending Policy "U 5" on page 142 of Policy Section 13: Municipal Utilities, by adding after the last bullet the following:

"Work with Metro Vancouver to explore innovative, low carbon solutions for the upcoming replacement of the Capilano sewage treatment plant and, in the analysis of options, include a full life cost assessment."

- 5.1.7 By amending Policy "U 8" on page 143 of Policy Section 13: Municipal Utilities, by adding after the last bullet the following:

"Collaborate with Metro Vancouver in the effort to meet the "Zero Waste Challenge".

Schedules

Schedule 1 New Policy Section A: Climate Action

Schedule 2 Amended Policy Section 3 [Housing] and Policy Section 4 [Built Form and Neighbourhood Character]

READ A FIRST TIME on April 26, 2010

PUBLIC HEARING HELD on May 17, 2010

RECONVENED PUBLIC HEARING HELD on

READ A SECOND TIME on

READ A THIRD TIME on

APPROVAL by

ADOPTED by the Council on

Mayor

Municipal Clerk

Schedule 1 – New Policy Section “A”: Climate Action

CONTEXT

In accordance with the Strategic Plan Vision, West Vancouver is working to “inspire excellence and lead by example” by embarking on several climate action initiatives. The District has led in energy initiatives such as the geo-exchange systems at West Vancouver’s two community centres; and has undertaken progressive projects such as the universal water metering program, and foreshore adaptation and enhancement works. The District is also working to integrate sustainability into community development and municipal operations, by facilitating: smarter, more efficient public and private developments; unique and effective public engagement and education; and advanced environmental protection regulations in our mountainous, coastal community.

The West Vancouver Community Centre an example of the District’s lead-by-example approach to community sustainability and climate action. The community centre is a showpiece of environmental technologies that minimize energy-use and as a result, West Vancouver’s carbon footprint. Among several other green building features, the energy used by the building is at least 60% less than a conventional building systems approach. This in turn reduces greenhouse gas emissions, and provides lower operating costs over the life of the building.

The District recognizes that Climate Action is imperative to our continued community success and quality of life, and supports policies and initiatives that reduce West Vancouver’s vulnerability and contribution to climate change.

With respect to municipal operations, the District of West Vancouver has signed on to the BC Climate Action Charter. As a signatory, the District is committed to achieving carbon neutral operations. Meeting this requirement will necessitate action on several fronts. For example, the District will need to: a) examine the energy consumption and energy efficiency of its buildings and other municipally-owned facilities to look for opportunities to reduce consumption and improve efficiency; b) re-examine its vehicle fleet and take steps to replace older vehicles with more fuel efficient options; and c) examine options for staff transportation demand management, local purchasing policies, and other emission reduction policies.

In addition to the Climate Action Charter, and its requirements for reducing corporate greenhouse gases (GHGs), Provincial legislation requires all local governments to identify community GHG reduction targets and policies in Official Community Plans. District staff and the Climate Action Working Group collaborated to produce the 2010 Community Climate Action Plan (CCAP) which outlined baseline (2007) GHG emissions from various sectors in our community; and set out community GHG reduction targets, and recommended actions that will help us achieve our reduction targets. As illustrated in the CCAP, more than 97% of West Vancouver’s total GHG emissions originate from community-based sources, particularly from home heating and personal vehicles, while less than 2% stem from municipal vehicles and facilities.

The data indicates that is necessary to focus climate action efforts on existing and renovated homes. The District is committed to doing as much as possible to educate and empower property owners to improve the energy efficiency of their homes. At the present

time education and awareness are the strongest tools available to the District, because the Provincial Building Code establishes the standards for building construction.

THE TARGETS

The District of West Vancouver:

- commits to becoming carbon neutral with respect to municipal operations by 2012; and
- commits to reducing our greenhouse gas emissions by at least 33% below 2007 levels by 2020 and at least 80% below 2007 levels by 2050.

While the proposed GHG reduction targets may seem like a challenge, West Vancouver will meet this challenge through collaboration, motivation and by sharing successes.

These bold and visionary targets support West Vancouver's vision to "inspire excellence and lead by example". With widespread community engagement, education and involvement, and by adopting appropriate policies in our OCP, we will directly and indirectly contribute to achieving our GHG reduction targets. Because climate action is a multi-faceted and multi-disciplinary undertaking, the OCP incorporates climate action policies throughout the Plan, rather than only within a stand-alone policy section.

Schedule 2 – Amended Policy Section 3 [Housing] and Policy Section 4 [Built Form and Neighbourhood Character]

HOUSING & CLIMATE CHANGE

Community greenhouse gas emissions data from 2007 reveals that we need to concentrate our climate action efforts on improving the energy efficiency of our existing and renovated houses for the following reasons:

- More than 53% of West Vancouver’s climate changing, greenhouse gas emissions originate from heating our homes
- More than 80% of the homes that will be here in 2050 are already built.

The District recognizes that, with clear jurisdiction for growth management, land use, urban form and location of buildings, we can have an even greater influence on total energy use associated with buildings than by regulating building construction methods only.

While the District is eager to put forward energy efficiency targets for buildings, we recognize that the Provincial Building Code remains the overriding legislative framework governing the development industry. In lieu of energy performance standards, the District is committed to doing as much as possible to educate and empower our home owners to improve the energy performance of their houses.

Policy H 12

Encourage more energy efficient buildings that help to reduce community greenhouse gas emissions.

- Support and encourage West Vancouver home owners to evaluate their homes’ energy consumption (e.g. conduct a “Home Energy Audit”), and to investigate ways in which consumption (and home heating costs) can be reduced (e.g. “Home Energy Retrofits”).
- While minimum home energy performance requirements are set by the BC Building Code, Council will consider home energy performance when considering development applications (development permits, re-zonings, and development variance permits).
- In the spirit of innovation and leadership, the District will collaborate with other levels of government, utilities, and non-government organizations to:
 - Raise awareness of the importance of energy to all aspects of West Vancouver’s social, economic, and environmental well-being;
 - Explore ~~policy~~ tools to affect energy performance requirements of residential buildings;
 - Demonstrate sustainable community planning techniques; renewable energy tools and technologies; and building energy efficiency best practices,

all of which contribute to conserving energy and reducing our greenhouse gas emissions; and

- Continue to participate in programs and projects that enable municipalities to advance energy efficiency, energy conservation and emissions reduction measures such as: Fraser Basin Council's Community Action on Energy & Emissions Program; Pembina Institute's Municipal Green Building Leaders Project; and the Canadian Home Builders Association's BuiltGreen Municipal Toolkit Project.
- Continue to include, in the disposition of surplus municipal lands, green building and energy efficiency requirements as a condition of sale.
- Work with residents to build community-wide appreciation and support for climate change mitigation and adaptation.
- Work with utilities and green building / technology specialists to support education and capacity building opportunities for our community's building industry.
- Explore alternative funding models so as to support home energy retrofits in the community.
- Monitor the effects of home energy audits and home energy retrofits on our community GHGs, and ~~evaluate the need for mandatory requirements if GHG reduction targets are not being met.~~
- Articulate the link between transportation and land use planning and their collective impact on a community's energy consumption and GHG emissions. Use neighbourhood design and land use planning approaches that reduce costs and environmental impacts, while maintaining community livability. Examples include: creating a range of housing opportunities and choices; supporting walkable neighbourhoods; mixing land uses; preserving the natural environment and open spaces; providing a variety of transportation alternatives; directing controlled development in existing commercial centres; taking advantage of compact building design.

Policy BF A 6

Support neighbourhood and multi-family retrofit projects intended to reduce community GHG emissions; and other community-based environmental initiatives to sequester carbon, beautify public spaces and make the built environment greener and healthier.

- Explore the creation and diversification of community energy systems (e.g. heat recovery, wind, tidal, solar, micro-hydro, geothermal); as well as alternative funding mechanisms and business models (e.g. neighbourhood or district energy utility).