Capital Regional District

625 Fisgard St.,
Victoria, BC V8W 1R7

Notice of Meeting and Meeting Agenda
Planning, Transportation & Protective Services

Wednesday, January 15, 2020 | **10:00 AM** | **6th Floor Boardroom**

R. Windsor (Chair), K. Williams (Vice Chair), S. Brice, B. Desjardins, F. Haynes, M. Hicks, C. McNeil-Smith, R. Mersereau, G. Orr, J. Ranns, G. Young, C. Plant (Board Chair, ex-officio)

1. Territorial Acknowledgement

2. Approval of Agenda

3. Adoption of Minutes

4. Chair's Remarks

5. Presentations/Delegations

6. Committee Business

6.1. 20-042 2020 Standing Committee Terms of Reference

Recommendation: The Planning, Transportation and Protective Services Committee recommends to the Capital Regional District Board:
That the Planning, Transportation and Protective Services Committee Terms of Reference be approved.

Attachments: Staff Report: 2020 Standing Committee Terms of Reference

Appendix A: 2020 Standing Committee Terms of Reference

6.2. 20-043 Highlands Regional Context Statement

Recommendation: The Planning, Transportation and Protective Services Committee recommends to the Capital Regional District Board:
That the District of Highlands regional context statement be considered in relation to the 2018 Regional Growth Strategy (Bylaw No. 4017) and be accepted in accordance with the requirements of section 448 of the Local Government Act.

Attachments: Staff Report: Highlands Regional Context Statement

Appendix A: Highlands Regional Context Statement Referral

Appendix B: Regional Context Statement Evaluation

6.3. 20-044 Saanich Regional Context Statement

Recommendation: The Planning, Transportation and Protective Services Committee recommends to the Capital Regional District Board:
That the District of Saanich regional context statement be considered in relation to the 2018 Regional Growth Strategy (Bylaw No. 4017) and be accepted in accordance with the requirements of section 448 of the Local Government Act.

Attachments: Staff Report: Saanich Regional Context Statement
Appendix A: Saanich's Regional Context Statement Referral
Appendix B: Regional Context Statement Evaluation

6.4. 20-045 Victoria Regional Context Statement

Recommendation: The Planning, Transportation and Protective Services Committee recommends to the Capital Regional District Board:
That the City of Victoria regional context statement be considered in relation to the 2018 Regional Growth Strategy (Bylaw No. 4017) and be accepted in accordance with the requirements of section 448 of the Local Government Act.

Attachments: Staff Report: Victoria Regional Context Statement
Appendix A: Victoria Regional Context Statement Referral
Appendix B: Regional Context Statement Evaluation

6.5. 20-046 Bylaw No. 4328: Capital Regional District Regional Growth Strategy Bylaw No. 1, 2018, Amendment Bylaw No. 1, 2019 - Comments Received and Referral

Recommendation: The Planning, Transportation and Protective Services Committee recommends to the Capital Regional District Board:
a) That the consultation results on the proposed Regional Growth Strategy amendment be received;
b) That Bylaw No. 4328, "Capital Regional District Regional Growth Strategy Bylaw No. 1, 2018, Amendment Bylaw No. 1, 2019" be given first and second reading; and
c) That staff be directed to refer Bylaw No. 4328 on February 14, 2020 to municipal councils for acceptance as per section 436 of the Local Government Act.

Attachments: Staff Report: Bylaw #4328: CRD RGS, Amendment Bylaw No. 1, 2019
Appendix A: RGS Amending Bylaw No. 4328, Amendment Bylaw, 2019
Appendix B: Summary of Comments-Proposed Bylaw No. 4328
Appendix C: Legislative Provisions-Acceptance & Settlement of a RGS

6.6. 20-047 Background on Transportation Metrics - Community Need Summary

Recommendation: That the Background on Transportation Metrics - Community Need Summary report be received for information.

Attachments: Staff Report: Bckgrnd on Transport'n Metrics-Community Need Summary
Appendix A: Staff Report 2019-2022 Transport'n Svc Planning
Appendix B: 2020 Community Need Summary - Transportation

7. Notice(s) of Motion

8. New Business

9. Adjournment

Next Meeting: February 19, 2020

To ensure quorum, please advise Tamara Pillipow (tpillipow@crd.bc.ca) if you or your alternate cannot attend.

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REPORT TO PLANNING, TRANSPORTATION AND PROTECTIVE SERVICES COMMITTEE MEETING OF WEDNESDAY, JANUARY 08, 2020

SUBJECT **2020 Standing Committee Terms of Reference**

ISSUE SUMMARY

The purpose of this report is to provide the 2020 Terms of Reference for the CRD Board's Standing Committees.

BACKGROUND

Under the *Local Government Act* and the CRD Board Procedures Bylaw, the CRD Board Chair has the authority to establish Standing Committees and appoint members to provide advice and recommendations to the Board. At the December 11, 2019 Board meeting, Chair Plant established the 2020 committee structure and appointments to those committees.

Terms of Reference (TOR) serve to clarify the mandate, responsibilities and procedures of standing committees and provide a point of reference and guidance for the committees and members. This year, the TOR for the following continuing standing committees, where no changes were made from 2019, will be sent to the committees for their information:

- Core Area Liquid Waste Management Committee
- Electoral Areas Committee
- First Nations Relations Committee
- Governance & Finance Committee
- Hospitals & Housing Committee

The only changes made to the continuing standing committees' TOR are to reference 2020, rather than 2019. Any revisions by the committee to its TOR will require ratification by the Board.

For committees where changes to structure were made, the TOR will be received by the standing committee and referred to the Board for approval. They are:

- The Regional Parks Committee and the Environmental Services Committee (previously the Parks and Environment Committee), and
- The Planning, Transportation and Protective Services Committee (previously the Transportation Committee and the Planning and Protective Services Committee).

ALTERNATIVES

Alternative 1
The Planning, Transportation and Protective Services Committee recommends to the Capital Regional District Board:
That the Planning, Transportation and Protective Services Committee Terms of Reference be approved.

Alternative 2
The Planning, Transportation and Protective Services Committee recommends to the Capital Regional District Board:
That the Terms of Reference be approved, as amended.

CONCLUSION

Terms of Reference serve to clarify the mandate, responsibilities and procedures of governing committees and provide a point of reference and guidance for the committees and their members. The 2020 TOR are provided for the information of continuing standing committees, and for approval of the Board to confirm the mandate of restructured standing committees.

RECOMMENDATION

The Planning, Transportation and Protective Services Committee recommends to the Capital Regional District Board:
That the Planning, Transportation and Protective Services Committee Terms of Reference be approved.

Submitted by:	Emilie Gorman, MPA, Manager, Legislative Services & Deputy Corporate Officer
Concurrence:	Kristen Morley, J.D., General Manager, Corporate Services & Corporate Officer
Concurrence:	Kevin Lorette, P. Eng., MBA, General Manager, Planning & Protective Services
Concurrence:	Robert Lapham, MCIP, RPP, Chief Administrative Officer

ATTACHMENT(S)

Appendix A: 2020 Standing Committee Terms of Reference

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Terms of Reference

PLANNING, TRANSPORTATION AND PROTECTIVE SERVICES COMMITTEE

PREAMBLE

The Capital Regional District (CRD) Planning, Transportation and Protective Services Committee is a standing committee established by the CRD Board and will oversee and make recommendations to the Board regarding matters related to planning, regional transportation, protective services, and emergency management matters.

The Committee's official name is to be:

Planning, Transportation and Protective Services Committee

1.0 PURPOSE

a) The mandate of the Committee includes overseeing, providing advice and/or making recommendations to the Board regarding the following functions:

   i. Regional Growth Strategy
   ii. Regional transportation matters
   iii. Encouraging a strong regional voice on regional transportation matters including ferries, rail and transit
   iv. Protective services – including 911, fire dispatch and hazmat
   v. Emergency Preparedness

b) The Committee may also make recommendations to the Board to:

   i. Advocate to senior levels of government to support major multi-modal transportation projects which support the region's sustainability measures; and

   ii. Advocate for regional transit priorities to the Victoria Regional Transit Commission.

c) The following committees will report through the Planning, Transportation and Protective Services Committee:

   i. Development & Planning Advisory Committee
   ii. Traffic Safety Commission
   iii. Local Government Emergency Program Advisory Commission
   iv. Regional Emergency Program Advisory Commission
   v. Regional Food and Agriculture Task Force
   vi. Any other advisory body established by the Committee

2.0 ESTABLISHMENT AND AUTHORITY

a) The committee will make recommendations to the Board for consideration; and

b) The Board Chair will appoint the Committee Chair, Vice Chair and committee members.

3.0 COMPOSITION

a) The Chair, Vice Chair and members are appointed annually by the Chair of the Board;

b) All Board members are permitted to participate in standing committee meetings, but not vote, where an item of local significance is on the agenda (Board resolution Nov. 12, 2014).

4.0 PROCEDURES

a) The Committee shall meet on a monthly basis, except August and December, and have special meetings as required;

b) The agenda will be finalized in consultation between staff and the Committee Chair and any committee member may make a request to the Chair to place a matter on the agenda;

c) With the approval of the Committee Chair and the Board Chair, committee matters of an urgent or time sensitive nature may be forwarded directly to the Board for consideration;

d) A quorum is a majority of the committee membership and is required to conduct committee business; and

e) The Committee may invite member from any Standing Committee to participate in its meetings in accordance with the CRD Procedures Bylaw.

5.0 RESOURCES AND SUPPORT

a) The General Manager of the Planning and Protective Services Department will act as a liaison to the committee; and

b) Minutes and agendas are prepared and distributed by the Corporate Services Department.

Approved by the CRD Board on _____

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REPORT TO PLANNING, TRANSPORTATION AND PROTECTIVE SERVICES COMMITTEE MEETING OF WEDNESDAY, JANUARY 15, 2020

SUBJECT **Highlands Regional Context Statement**

ISSUE SUMMARY

To review the District of Highlands regional context statement (RCS) in relation to the Capital Regional District's (CRD) Regional Growth Strategy (RGS) Bylaw (Bylaw No. 4017).

BACKGROUND

On March 14, 2018 the CRD Board adopted the RGS, Bylaw No. 4017.

A RCS, adopted within a municipality's Official Community Plan (OCP), relates OCP provisions to the RGS. As per section 446 of the *Local Government Act* (the *Act*), an OCP in a municipality to which an RGS applies must include an accepted RCS. The *Act* requires that all municipal regional context statements be submitted to the Board within two years of RGS adoption. The *Act* also stipulates that upon receipt of a proposed RCS, the CRD Board must respond by resolution within 120 days to the municipal council to indicate whether or not it accepts the RCS. The Board is deemed to have accepted the RCS if it does not respond within the 120 day period.

On April 11, 2018, the CRD Board approved a framework to guide the evaluation of regional context statements.

On November 14, 2019, the District of Highlands submitted a RCS for Board acceptance (see Appendix A). The RCS was prepared to reflect the content of the 2007 Highlands OCP in relation to the 2018 RGS. The CRD Board has until March 13, 2020, to review and respond to the Highlands RCS.

To date, Colwood, Esquimalt, Oak Bay, North Saanich, View Royal and Central Saanich's RCSs have been accepted. Victoria and Saanich's RCSs are being considered at this meeting. Should these RCSs be accepted, four RCSs will remain to be processed. Given that all municipalities must submit a revised RCS within two years of adoption of the RGS, the deadline to receive revised RCSs is March 14, 2020. The Board then has 120 days to review a RCS.

Regional and Strategic Planning staff have evaluated the Highlands RCS in accordance with the Board-approved "Regional Context Statement Framework". See Appendix B for a summary of the evaluation.

ALTERNATIVES

Alternative 1
The Planning, Transportation and Protective Services Committee recommends to the Capital Regional District Board:
That the District of Highlands regional context statement be considered in relation to the 2018 Regional Growth Strategy (Bylaw No. 4017) and be accepted in accordance with the requirements of section 448 of the *Local Government Act*.

Alternative 2
The Planning and Protective Services Committee recommends to the Capital Regional District Board:
That the District of Highlands' regional context statement be considered in relation to the 2018 Regional Growth Strategy (Bylaw No. 4017) and not be accepted in accordance with the requirements of section 448 of the *Local Government Act*.

Alternative 3
That the Highlands Regional Context Statement report be referred back to staff for additional information based on Committee direction.

IMPLICATIONS

Intergovernmental Implications
Board acceptance of the RCS is a key RGS implementation tool as the context statement relates the RGS to a municipality's OCP. The OCP provides policies that guide decisions related to land use, infrastructure, mobility, housing, parks and other content under the authority of a local government.

Regional Growth Strategy Implications
Highlands' proposed RCS fully captures all relevant OCP content and clearly identifies how the OCP relates to the RGS vision, population projections and objectives for growth management, environment and infrastructure, housing and community, transportation, economic development, food systems and climate action as outlined in Appendix B. The RCS demonstrates a strong relationship to the RGS that will work toward achieving the RGS vision and objectives. Alternative 1 allows for OCP adoption and RGS implementation.

The referral period for Board acceptance of a RCS is 120 days (March 13, 2020).

Alignment with Existing Plans & Strategies
The purpose of a RCS is to foster alignment between the RGS and municipal OCPs. Practically speaking, it can take time to achieve alignment, especially in cases where RGS content changes. While provincial legislation requires that RCSs be updated within two years of a new RGS, it also acknowledges that, in some cases, there will not be perfect alignment within those two years. Section 447 of the *Local Government Act* provides an opportunity for an OCP that is not consistent with the RGS to indicate how the municipality intends to ensure consistency over time. Highlands has submitted a proposed RCS to fulfill its statutory obligation that the context statement be received by the CRD Board within two years of RGS adoption.

CONCLUSION

Provincial legislation requires that a municipal OCP contain an accepted RCS. Board acceptance of the RCS is a key tool for RGS implementation. Staff have reviewed the Highlands proposed RCS in accordance with the Board-approved evaluation framework. Highlands' RCS demonstrates a strong relationship to the RGS and will work toward achieving RGS vision and objectives.

RECOMMENDATION

The Planning, Transportation and Protective Services Committee recommends to the Capital Regional District Board:
That the District of Highlands regional context statement be considered in relation to the 2018 Regional Growth Strategy (Bylaw No. 4017) and be accepted in accordance with the requirements of section 448 of the *Local Government Act*.

Submitted by:	Emily Sinclair, MCIP, RPP, Senior Manager, Regional & Strategic Planning
Concurrence:	Kevin Lorette, P. Eng., MBA, General Manager, Planning & Protective Services
Concurrence:	Robert Lapham, MCIP, RPP, Chief Administrative Officer

ATTACHMENT(S)

Appendix A: Highlands Regional Context Statement Referral
Appendix B: Regional Context Statement Evaluation

DISTRICT OF
HIGHLANDS

File: 6480.21/3900.418

November 14, 2019

Capital Regional District Board
c/o Mr. Jeff Weightman
PO Box 1000
Victoria, BC V8W 2S6
And via email: jweightman@crd.bc.ca

Dear Mr. Jeff Weightman:

Re: District of Highlands' Updated Regional Context Statement

Pursuant to the *Local Government Act,* the District of Highlands submits its updated regional context statement to the CRD Board for acceptance. Highlands Council has given first and second readings to the OCP amendment bylaw that would add this regional context statement to the OCP.

Please also find attached, for background information, the two staff reports that have been before Council.

Please feel free to contact the undersigned if you have any questions.

Sincerely,

Laura Beckett

Laura Beckett, M.U.R.P., MCIP, RPP
Municipal Planner

LB/lu

cc: Ms Emily Sinclair at esinclair@crd.bc.ca

Attachments...

Draft Regional Context Statement - 2019

Chapter 10 – Regional Context Statement

The Board of the Capital Regional District formally approved an updated Regional Growth Strategy (RGS) in March 2018. The District of Highlands is a signatory to the RGS. As a partner, Highlands has established its commitment to the following:

- To plan and manage growth in a collaborative manner by participating in achieving the regional vision and the objectives.
- To consider the cross-boundary impacts of all development-related decisions.
- To work toward a more sustainable region by considering the environmental, economic and social implications of local government decisions.

The *Local Government Act* requires municipalities to adopt a "regional context statement." This statement must identify the relationship between an Official Community Plan (OCP) and the RGS and, if applicable, must specify how the OCP will be made consistent with the RGS over time.

Regional context statements are a key implementation mechanism for the RGS. They also protect a municipal council's authority to make local planning decisions while ensuring that the council and the regional board agree upon matters of legitimate regional interest. While the RGS is not binding on the member municipalities, the regional context statements are.

Table 10.1 identifies the relationship between Highlands' OCP and the RGS.

Regional Context Statement - Objectives

- To plan and manage growth in a collaborative manner by participating in achieving the regional vision and the objectives in the RGS.
- To consider the cross-boundary impacts of all development-related decisions.
- To work toward a more sustainable region by considering the environmental, economic and social implications of local government decisions.

Table 10.1

RGS Objectives	Relationship to Highlands OCP
Managing and Balancing Growth	
1.1 Keep Urban Settlement Compact	• Only a small percentage of land in the Highlands falls into the Highlands Servicing Area Boundary (HSAB) as shown on Map 2.1. The Servicing Area is contiguous with the Regional Urban Containment Policy Area (RUCPA) as set out on Map 3a of the RGS with the purpose of limiting expansion of urban settlement. This area contains industrial and commercial type uses, as well as relatively higher density residential uses. • Policy 2.2 (22) of the OCP further supports the implementation of the RUCPA and states: "All land use and design decisions will seek to prevent unplanned growth." • Section 2.2 describes growth within Highlands as occurring slowly, at a rate of approximately 15 new homes per year. This contributes to slow growth in rural areas, which is in keeping with the RGS target of 95% of growth taking place within the Urban Containment Boundary (UCB) and only 5% growth outside of the UCB. • Residential development within the HSAB is guided by Development Permit Area 5 – Intensive Residential. Guidelines promote: clustering and screening by native vegetation of housing; maintenance of natural drainage patterns; drought-resistant plantings; minimal alteration of natural features; maintaining or improving stormwater runoff in order to protect ground and surface water; enhancement of riparian areas; conservation and/or enhancement of identified green space areas; downward illumination; and design supporting transit.
1.2 Protect the Integrity of Rural Communities	• The OCP supports the continued conservation of and support for the rural community and lifestyle in Highlands. This is consistent with the RGS Rural/Rural Residential Policy Area objectives. The vast majority of Highlands (approximately 90%) is designated Park, Rural Residential and Rural land use in the OCP. These designations seek to protect rural character. • The Rural and Managed Forest designations allow for agriculture and forestry, while the Rural Residential and Institutional (where determined by zoning) designations allow for agriculture. • Policy 2.2 (7) encourages development applicants to explore various means to develop land that minimizes impacts on the natural environment. • Policy 2.2 (17) encourages the retention of the visual landscape, including retention of naturally vegetated buffer zones adjacent to parks and road rights-of-way.

RGS Objectives	Relationship to Highlands OCP
Environment and Infrastructure	
2.1 Protect, Conserve and Manage Ecosystem Health	• Highlands' OCP acknowledges and supports the Capital Green Lands Policy Area (CGLPA) as set out on Map 3a of the RGS and the targets for completion of the sea-to-sea green blue belt and the regional trail network. These areas were originally defined in the previous RGS under the CRD Parks Master Plan. • Policies in Chapter 4 specifically discuss cooperation with the Regional District and Province in the conservation, continued establishment, development and management of regional parks, trails and natural areas. • Policy 4.2.1 states that: "Decisions regarding parks, trails and recreation should be guided, along with other relevant information, by the Highlands Parks and Recreation Master Plan and the Trails Master Plan. The CRD Parks Master Plan and BC Parks should also be consulted as well as affected landowners". • Highlands is home, in part, to a number of regionally significant parks, as acknowledged in the RGS, including Thetis Lake and Mount Work Regional Parks, and home in entirety to Lone Tree Regional Park. • The OCP also recognizes the importance of identifying, protecting, enhancing and restoring healthy ecosystems consistent with the RGS policies for the CGLPA. • Section 3.2, Natural Hazard Conditions, discusses and provides policy direction for areas with steep slopes. Section 3.3 discusses Environmentally Sensitive Areas, and sets out detailed policies for sensitive vegetation, water features and riparian areas, and marine waters and shore lands. All of these policies are further supported by Development Permit Areas (Chapter 11) for Steep Slopes, Water and Riparian Areas, and Sensitive Vegetation, and are shown on Maps 11.1 and 11.2. By regulating land use and development, these policies and regulatory powers contribute to the RGS target for the reduction of contaminants in fresh and marine water bodies. • Policies 3.1 (2) and (3) encourage environmental information sharing, stewardship, and responsibility-taking among the District, its residents and landowners, and environmental groups and agencies. • Section 11.8 establishes Development Permit Area 6 – Promotion of Energy and Water Conservation and the Reduction of Greenhouse Gases. The entire District is subject to this Development Permit under the following circumstances: (1) construction requiring a building permit and (2) any other project requiring a Development Permit. • Section 2.1 draws attention to the importance of considering water in all land use decisions.

RGS Objectives	Relationship to Highlands OCP

2.2 Manage Regional Infrastructure Services Sustainably	• The majority of land in the Highlands (approximately 90%) is outside of the Regional Urban Containment Boundary Area and not part of regional water or sewer systems. Policy 7.2 (11) includes Map 2.1 that shows Highlands' Servicing Area, which is consistent with the RGS. Limiting significant growth to this area supports the sustainability of the regional infrastructure system.
	• Policy 7.3 (6) provides for the servicing by public sewers or an alternative method of sewage disposal, which involves the use of reclaimed water, within the Bear Mountain Comprehensive Development Area.
	• Section 7.4 discusses managing solid waste, focusing on reducing, reusing and recycling.
	• Policy 7.4 (4) supports reduction of waste, reuse of materials, recycling, and backyard composting.
	• Policy 7.4 (7) states that the District will actively pursue ways to allow for the conversion, and rehabilitation of existing landfill, waste burning and demolition sites.
	• The OCP places a high level of importance on protection and management of the groundwater resources. Consistent with the RGS, appropriate management of groundwater resources will help to limit the need for extensions of the regional water system and is critical to preserving rural and rural residential areas and ecosystem health.
	• Section 2.1 draws attention to the importance of considering water in all land use decisions.
	• Section 3.5 discusses and sets policies for watershed and groundwater management.
	• Section 7.2 discusses and sets policies for water supply and well protection. Some specific policies:
	  ○ Policy 7.2 (3) states, "In considering land use activity or change, the District of Highlands will consider the ability of surface water and groundwater to support human use without damaging ecosystems and aquifers..."
	  ○ Policy 7.2 (4) encourages water conservation.
	  ○ Policy 7.2 (5) encourages the use of drought-resistant native plant species in order to reduce irrigation need and to control potentially invasive species.

RGS Objectives	Relationship to Highlands OCP
Housing and Community	
3.1 Create Safe and Complete Communities	• **Not applicable** for the most part because the vast majority of Highlands is outside of the Regional Urban Containment Boundary. • Lands designated as Bear Mountain Comprehensive Development provide for a mix of housing, employment, services and recreation.
3.2 Improve Housing Affordability	• Policy 2.2.13 addresses the need to encourage housing for a broad spectrum of housing needs and states that "Housing for people with special needs by reason of age, income or disability is encouraged to meet the community's anticipated needs." • Given the Rural/Rural Residential nature of the majority of Highlands, there is little opportunity to meet the RGS target to increase housing affordability. However, the OCP recognizes this limitation and encourages consideration of "a strategy for affordable housing stock through consideration of secondary housing" (Policy 2.2.24).
Transportation	
4.1 Improve Multi-Modal Connectivity and Mobility	• The OCP supports the RGS goal to improve the regional multi-modal transportation network through development of roadside trails and to encourage increased transit use. This supports the RGS target for 42% of all trips in the region to be by walking, cycling and transit. • Section 6.3 discusses roadside trails, the objective of which is "To develop and maintain a network of roadside trails, as outlined in the 2010 Trails Master Plan, for a variety of means of non-motorized travel that is consistent with the character and activities of the Highlands." • Considerations for transit with respect to land use are directed through policies 2.2 (25), 2.2 (27), and 2.6 (8). For the Commercial Industrial area, there is policy support to replace parking stalls with the provision of transit passes. • Policies in section 6.5 support public transit, and an arrangement with a private provider in order to provide additional options for Highlanders.
Economic Development	
5.1 Realize the Region's Economic Potential	• Given the limited nature of the industrial and commercial lands in the Highlands, there is little opportunity to add to the Region's economic potential and the target to increase the jobs/population ratio as contemplated in the RGS. However, policies in the OCP do acknowledge and support ongoing commercial, industrial and forestry activity. • Section 2.9 discusses the Managed Forest land use designation. An objective is, "To encourage good forestry practices." Policy 2.9 (2) states that the District will seek to ensure long term protection of lands designated Managed Forest. • Uses allowed within the Commercial/Industrial and Bear Mountain Comprehensive Development OCP designated lands are intended for regional or greater market areas.

RGS Objectives	Relationship to Highlands OCP
Food Systems	
6.1 Foster a Resilient Food and Agriculture System	• The OCP supports a strong and sustainable regional agriculture and food distribution system. While the OCP does not explicitly include targets to increase the amount of land in food production, it does include policies that support food production on private properties, as well as community food gardens in new and existing development and on other underutilized lands. Emphasis is given to food production methods that are environmentally sustainable and do no harm to local ecosystems. • Policy 8.3.2 – "The District will support community food gardens in new and existing developments and in areas where lands are underutilized or residents do not have space on their own properties for gardens". • Policy 8.3.4 – "The District encourages food production on private properties…" • Policy 8.3.5 – "Highlands will support the maintenance of a strong and sustainable regional agricultural and food distribution system". • Policy 8.3.6 – "The District of Highlands may undertake an agricultural and Local Food planning process to support and guide future agricultural activities and to evaluate whether specific land use regulations may be necessary to help balance the full range of values expected by the community". • Consideration of the RGS target for increased food production will be included in the next OCP review. • Section 8.3 sets out a number of policies in support of local food production and consumption.
Climate Action	
7.1 Significantly Reduce Community-Based Greenhouse Gas Emissions	• The OCP establishes policies and targets for Greenhouse Gas reduction. While the targets, a proposed 20% reduction from 2007 emissions by 2020, a 26% reduction by 2030 and an 80% reduction by 2050 do not mirror the RGS targets of a 33% reduction by 2020 and a 61% reduction by 2038, the goal is the same. These target dates will be reviewed and updated as part of the next OCP update. • Policies specifically in chapter 5, "Energy, Greenhouse Gases and Climate Change Adaptation," and generally throughout the OCP seek to promote greenhouse gas reduction, energy efficiency, renewable energy production, water conservation, waste reduction and use or reuse of waste as resource. • Development Permit Area 6, "Promotion of Energy and Water Conservation and the Reduction of Greenhouse Gases," implements this policy direction. The entire District is subject to this Development Permit under the following circumstances: (1) construction requiring a building permit and (2) any other project requiring a Development Permit.

DISTRICT OF HIGHLANDS

REPORT

TO: Loranne Hilton
Chief Administrative Officer

Date: October 9, 2019
File: OCP

FROM: Michael Dillistone
Planning Consultant

To Council
October 21,
2019

RE: **UPDATED REGIONAL CONTEXT STATEMENT**

PURPOSE

The purpose of this report is to introduce a revised Regional Context Statement (RCS) for the existing Official Community Plan (OCP) in order to meet the legislated requirement for a local government to update their RCS to align to a new Regional Growth Strategy (RGS) within two years of the adoption of a new RGS.

BACKGROUND

A new RGS was approved by the CRD Board on March 15, 2018. Legislation provides two years for municipalities, in the region, to update their RCS to align with a new RGS. That means that an updated RCS must be formalized into an OCP by March 15, 2020. Legislation provides regional districts with up to 120 days to accept a Council-proposed RCS. As a result of these legislative provisions, CRD Planning Staff have asked that updated RCSs be submitted for consideration by November 15, 2019.

The process for approval of the RCS is:

- Municipal staff works with Regional Planning staff to draft an RCS.
- Council considers an updated RCS.
- Council gives first and second readings to an OCP amendment bylaw that includes the updated RCS.
- The draft bylaw is forwarded to the CRD Board by November 15, 2019 for review and acceptance.
- The draft bylaw is returned to Highlands for consultation, Public Hearing, third reading, and adoption.

OPTIONS

1. That Council instruct staff to prepare an OCP Amendment Bylaw for the updated draft Regional Context Statement.
2. That Council provide changes for the draft Regional Context Statement.

...2

DISCUSSION

It is important to understand that the updated RCS does not change the content or nature of the current OCP or require different commitments from Highlands. Its purpose is to demonstrate how the current OCP relates to the goals and objectives of the new RGS.

Highlands staff has worked with CRD planning staff to prepare the attached draft RCS. The RCS has been revised to reflect the new headings in the RGS. This includes new separate sections on Food Systems and Climate Action.

RECOMMENDATION

That Council instruct staff to prepare an OCP Amendment Bylaw for the updated draft Regional Context Statement.

Respectfully submitted,

Michael Dillistone, MCIP, RPP
Planner

Laura Beckett, MCIP, RPP
Planner

Concurrence,

Loranne Hilton
Chief Administrative Officer

Attachment:

- Draft Regional Context Statement

Draft Regional Context Statement - 2019

Chapter 10 – Regional Context Statement

The Board of the Capital Regional District formally approved an updated Regional Growth Strategy (RGS) in March 2018. The District of Highlands is a signatory to the RGS. As a partner, Highlands has established its commitment to the following:

- To plan and manage growth in a collaborative manner by participating in achieving the regional vision and the objectives.
- To consider the cross-boundary impacts of all development-related decisions.
- To work toward a more sustainable region by considering the environmental, economic and social implications of local government decisions.

The *Local Government Act* requires municipalities to adopt a "regional context statement." This statement must identify the relationship between an Official Community Plan (OCP) and the RGS and, if applicable, must specify how the OCP will be made consistent with the RGS over time.

Regional context statements are a key implementation mechanism for the RGS. They also protect a municipal council's authority to make local planning decisions while ensuring that the council and the regional board agree upon matters of legitimate regional interest. While the RGS is not binding on the member municipalities, the regional context statements are.

Table 10.1 identifies the relationship between Highlands' OCP and the RGS.

Regional Context Statement - Objectives

- To plan and manage growth in a collaborative manner by participating in achieving the regional vision and the objectives in the RGS.
- To consider the cross-boundary impacts of all development-related decisions.
- To work toward a more sustainable region by considering the environmental, economic and social implications of local government decisions.

Table 10.1

RGS Objectives	Relationship to Highlands OCP
Managing and Balancing Growth	
1.1 Keep Urban Settlement Compact	• Only a small percentage of land in the Highlands falls into the Highlands Servicing Area Boundary (HSAB) as shown on Map 2.1. The Servicing Area is contiguous with the Regional Urban Containment Policy Area (RUCPA) as set out on Map 3a of the RGS with the purpose of limiting expansion of urban settlement. This area contains industrial and commercial type uses, as well as relatively higher density residential uses. • Policy 2.2 (22) of the OCP further supports the implementation of the RUCPA and states: "All land use and design decisions will seek to prevent unplanned growth." • Section 2.2 describes growth within Highlands as occurring slowly, at a rate of approximately 15 new homes per year. This contributes to slow growth in rural areas, which is in keeping with the RGS target of 95% of growth taking place within the Urban Containment Boundary (UCB) and only 5% growth outside of the UCB. • Residential development within the HSAB is guided by Development Permit Area 5 – Intensive Residential. Guidelines promote: clustering and screening by native vegetation of housing; maintenance of natural drainage patterns; drought-resistant plantings; minimal alteration of natural features; maintaining or improving stormwater runoff in order to protect ground and surface water; enhancement of riparian areas; conservation and/or enhancement of identified green space areas; downward illumination; and design supporting transit.
1.2 Protect the Integrity of Rural Communities	• The OCP supports the continued conservation of and support for the rural community and lifestyle in Highlands. This is consistent with the RGS Rural/Rural Residential Policy Area objectives in the RCS. The vast majority of Highlands (approximately 90%) is designated Park, Rural Residential and Rural land use in the OCP. These designations seek to protect rural character. • The Rural and Managed Forest designations allow for agriculture and forestry, while the Rural Residential and Institutional (where determined by zoning) designations allow for agriculture. • Policy 2.2 (7) encourages development applicants to explore various means to develop land that minimizes impacts on the natural environment. • Policy 2.2 (17) encourages the retention of the visual landscape, including retention of naturally vegetated buffer zones adjacent to parks and road rights-of-way.

RGS Objectives	Relationship to Highlands OCP
Environment and Infrastructure	
2.1 Protect, Conserve and Manage Ecosystem Health	• Highlands' OCP acknowledges and supports the Capital Green Lands Policy Area (CGLPA) as set out on Map 3a of the RGS and the targets for completion of the sea-to-sea green blue belt and the regional trail network. These areas were originally defined in the previous RGS under the CRD Parks Master Plan. • Policies in Chapter 4 specifically discuss cooperation with the Regional District and Province in the conservation, continued establishment, development and management of regional parks, trails and natural areas. • Policy 4.2.1 states that: "Decisions regarding parks, trails and recreation should be guided, along with other relevant information, by the Highlands Parks and Recreation Master Plan and the Trails Master Plan. The CRD Parks Master Plan and BC Parks should also be consulted as well as affected landowners". • Highlands is home, in part, to a number of regionally significant parks, as acknowledged in the RGS, including Thetis Lake and Mount Work Regional Parks, and home in entirety to Lone Tree Regional Park. • The OCP also recognizes the importance of identifying, protecting, enhancing and restoring healthy ecosystems consistent with the RGS policies for the CGLPA. • Section 3.2, Natural Hazard Conditions, discusses and provides policy direction for areas with steep slopes. Section 3.3 discusses Environmentally Sensitive Areas, and sets out detailed policies for sensitive vegetation, water features and riparian areas, and marine waters and shore lands. All of these policies are further supported by Development Permit Areas (Chapter 11) for Steep Slopes, Water and Riparian Areas, and Sensitive Vegetation, and are shown on Maps 11.1 and 11.2. By regulating land use and development, these policies and regulatory powers contribute to the RGS target for the reduction of contaminants in fresh and marine water bodies. • Policies 3.1 (2) and (3) encourage environmental information sharing, stewardship, and responsibility-taking among the District, its residents and landowners, and environmental groups and agencies. • Section 11.8 establishes Development Permit Area 6 – Promotion of Energy and Water Conservation and the Reduction of Greenhouse Gases. The entire District is subject to this Development Permit under the following circumstances: (1) construction requiring a building permit and (2) any other project requiring a Development Permit. • Section 2.1 draws attention to the importance of considering water in all land use decisions.

RGS Objectives	Relationship to Highlands OCP
2.2 Manage Regional Infrastructure Services Sustainably	• The majority of land in the Highlands (approximately 90%) is outside of the Regional Urban Containment Boundary Area and not part of regional water or sewer systems. Policy 7.2 (11) includes Map 2.1 that shows Highlands' Servicing Area, which is consistent with the RGS. Limiting significant growth to this area supports the sustainability of the regional infrastructure system. • Policy 7.3 (6) provides for the servicing by public sewers or an alternative method of sewage disposal, which involves the use of reclaimed water, within the Bear Mountain Comprehensive Development Area. • Section 7.4 discusses managing solid waste, focusing on reducing, reusing and recycling. • Policy 7.4 (4) supports reduction of waste, reuse of materials, recycling, and backyard composting. • Policy 7.4 (7) states that the District will actively pursue ways to allow for the conversion, and rehabilitation of existing landfill, waste burning and demolition sites. • The OCP places a high level of importance on protection and management of the groundwater resources. Consistent with the RGS, appropriate management of groundwater resources will help to limit the need for extensions of the regional water system and is critical to preserving rural and rural residential areas and ecosystem health. • Section 2.1 draws attention to the importance of considering water in all land use decisions. • Section 3.5 discusses and sets policies for watershed and groundwater management. • Section 7.2 discusses and sets policies for water supply and well protection. Some specific policies: o Policy 7.2 (3) states, "In considering land use activity or change, the District of Highlands will consider the ability of surface water and groundwater to support human use without damaging ecosystems and aquifers..." o Policy 7.2 (4) encourages water conservation. o Policy 7.2 (5) encourages the use of drought-resistant native plant species in order to reduce irrigation need and to control potentially invasive species.

RGS Objectives	Relationship to Highlands OCP
Housing and Community	
3.1 Create Safe and Complete Communities	• **Not applicable** for the most part because the vast majority of Highlands is outside of the Regional Urban Containment Boundary. • Lands designated as Bear Mountain Comprehensive Development provide for a mix of housing, employment, services and recreation.
3.2 Improve Housing Affordability	• Policy 2.2.13 addresses the need to encourage housing for a broad spectrum of housing needs and states that "Housing for people with special needs by reason of age, income or disability is encouraged to meet the community's anticipated needs." • Given the Rural/Rural Residential nature of the majority of Highlands, there is little opportunity to meet the RGS target to increase housing affordability. However, the OCP recognizes this limitation and encourages consideration of "a strategy for affordable housing stock through consideration of secondary housing" (Policy 2.2.24).
Transportation	
4.1 Improve Multi-Modal Connectivity and Mobility	• The OCP supports the RGS goal to improve the regional multi-modal transportation network through development of roadside trails and to encourage increased transit use. This supports the RGS target for 42% of all trips in the region to be by walking, cycling and transit. • Section 6.3 discusses roadside trails, the objective of which is "To develop and maintain a network of roadside trails, as outlined in the 2010 Trails Master Plan, for a variety of means of non-motorized travel that is consistent with the character and activities of the Highlands." • Considerations for transit with respect to land use are directed through policies 2.2 (25), 2.2 (27), and 2.6 (8). For the Commercial Industrial area, there is policy support to replace parking stalls with the provision of transit passes. • Policies in section 6.5 support public transit, and an arrangement with a private provider in order to provide additional options for Highlanders.

RGS Objectives	Relationship to Highlands OCP
Economic Development	
5.1 Realize the Region's Economic Potential	• Given the limited nature of the industrial and commercial lands in the Highlands, there is little opportunity to add to the Region's economic potential and the target to increase the jobs/population ratio as contemplated in the RGS. However, policies in the OCP do acknowledge and support ongoing commercial, industrial and forestry activity: • Section 2.9 discusses the Managed Forest land use designation. An objective is, "To encourage good forestry practices." Policy 2.9 (2) states that the District will seek to ensure long term protection of lands designated Managed Forest. • Uses allowed within the Commercial/Industrial and Bear Mountain Comprehensive Development OCP designated lands are intended for regional or greater market areas.
Food Systems	
6.1 Foster a Resilient Food and Agriculture System	• The OCP supports a strong and sustainable regional agriculture and food distribution system. While the OCP does not explicitly include targets to increase the amount of land in food production, it does include policies that support food production on private properties, as well as community food gardens in new and existing development and on other underutilized lands. Emphasis is given to food production methods that are environmentally sustainable and do no harm to local ecosystems. • Policy 8.3.2 – "The District will support community food gardens in new and existing developments and in areas where lands are underutilized or residents do not have space on their own properties for gardens". • Policy 8.3.4 – "The District encourages food production on private properties..." • Policy 8.3.5 – "Highlands will support the maintenance of a strong and sustainable regional agricultural and food distribution system". • Policy 8.3.6 – "The District of Highlands may undertake an agricultural and Local Food planning process to support and guide future agricultural activities and to evaluate whether specific land use regulations may be necessary to help balance the full range of values expected by the community". • Consideration of the RGS target for increased food production will be included in the next OCP review. • Section 8.3 sets out a number of policies in support of local food production and consumption. • Consideration of the RGS target for increased food production will be included in the next OCP review.

RGS Objectives	Relationship to Highlands OCP
Climate Action	
7.1 Significantly Reduce Community-Based Greenhouse Gas Emissions	• The OCP establishes policies and targets for Greenhouse Gas reduction. While the targets, a proposed 20% reduction from 2007 emissions by 2020, a 26% reduction by 2030 and an 80% reduction by 2050 do not mirror the RGS targets of a 33% reduction by 2020 and a 61% reduction by 2038, the goal is the same. These target dates will be reviewed and update as part of the next OCP update. • Policies specifically in chapter 5, "Energy, Greenhouse Gases and Climate Change Adaptation," and generally throughout the OCP seek to promote greenhouse gas reduction, energy efficiency, renewable energy production, water conservation, waste reduction and use or reuse of waste as resource. • Development Permit Area 6, "Promotion of Energy and Water Conservation and the Reduction of Greenhouse Gases," implements this policy direction. The entire District is subject to this Development Permit under the following circumstances: (1) construction requiring a building permit and (2) any other project requiring a Development Permit.

DISTRICT OF HIGHLANDS

REPORT

TO: Loranne Hilton
Chief Administrative Officer

Date: October 30, 2019
File: 6480.21/3900.418

FROM: Laura Beckett
Municipal Planner

To Council
November 4, 2019

RE: OCP AMENDMENT FOR UPDATED REGIONAL CONTEXT STATEMENT

PURPOSE

The purpose of this report is to provide Council with an OCP amendment bylaw to incorporate the draft regional context statement into the OCP to meet legislation with respect to regional growth strategies.

BACKGROUND

At its October 21, 2019 Meeting, Council directed staff to prepare an OCP amendment bylaw for incorporation of the draft regional context statement. Please find attached Bylaw 418 that accomplishes that purpose. Schedule 1 to Bylaw 418 contains the updated regional context statement, which is Chapter 10 in its entirety.

OPTIONS

1. That Council give Highlands Official Community Plan Bylaw, 2007, Amendment No. 6 (RCS Update), Bylaw No. 418, 2019 First and Second readings.

2. That Council provide alternative direction to staff.

DISCUSSION

As noted in the previous report, the updated regional context statement does not change the content or nature of the current OCP. Its purpose is to demonstrate how the current OCP relates to the goals and objectives of the new 2018 Regional Growth Strategy.

The next steps in this process are:

- Forwarding the OCP amendment bylaw to the CRD Board by November 15, 2019 for review and acceptance.
- Finalizing the OCP amendment bylaw with consultation, Public Hearing, third reading, and adoption. A report with direction regarding consultation would return to Council after the CRD Board has accepted the draft updated regional context statement.

RECOMMENDATION

That Council give Highlands Official Community Plan Bylaw, 2007, Amendment No. 6 (RCS Update), Bylaw No. 418 First and Second readings.

Respectfully submitted,

Laura Beckett, MCIP, RPP
Municipal Planner

Concurrence,

Loranne Hilton
Chief Administrative Officer

Attachment:

- *OCP Amendment Bylaw 418*

DISTRICT OF HIGHLANDS

BYLAW NO. 418

A BYLAW TO AMEND HIGHLANDS OFFICIAL COMMUNITY PLAN BYLAW NO. 277, 2007

The Council of the District of Highlands in open meeting assembled enacts as follows:

1. Schedule A to District of Highlands Official Community Plan Bylaw No. 277, 2007 is amended by replacing the "Regional Context Statement" that appears in Chapter 10 with the Regional Context Statement attached as Schedule 1 to this Bylaw.

2. This bylaw may be cited as "Highlands Official Community Plan Bylaw, 2007, Amendment No. 6 (RCS Update), Bylaw No. 418, 2019."

READ A FIRST TIME THIS	DAY OF
READ A SECOND TIME THIS	DAY OF
ACCEPTED BY THE CRD BOARD THIS	DAY OF
PUBLIC HEARING HELD THIS	DAY OF
READ A THIRD TIME THIS	DAY OF
ADOPTED THIS	DAY OF

MAYOR

CORPORATE OFFICER

Schedule 1 to Bylaw 418, 2019

Chapter 10 – Regional Context Statement

The Board of the Capital Regional District formally approved an updated Regional Growth Strategy (RGS) in March 2018. The District of Highlands is a signatory to the RGS. As a partner, Highlands has established its commitment to the following:

- To plan and manage growth in a collaborative manner by participating in achieving the regional vision and the objectives.
- To consider the cross-boundary impacts of all development-related decisions.
- To work toward a more sustainable region by considering the environmental, economic and social implications of local government decisions.

The *Local Government Act* requires municipalities to adopt a "regional context statement." This statement must identify the relationship between an Official Community Plan (OCP) and the RGS and, if applicable, must specify how the OCP will be made consistent with the RGS over time.

Regional context statements are a key implementation mechanism for the RGS. They also protect a municipal council's authority to make local planning decisions while ensuring that the council and the regional board agree upon matters of legitimate regional interest. While the RGS is not binding on the member municipalities, the regional context statements are.

Table 10.1 identifies the relationship between Highlands' OCP and the RGS.

Regional Context Statement – Objectives

- To plan and manage growth in a collaborative manner by participating in achieving the regional vision and the objectives in the RGS.
- To consider the cross-boundary impacts of all development-related decisions.
- To work toward a more sustainable region by considering the environmental, economic and social implications of local government decisions.

Table 10.1

RGS Objectives	Relationship to Highlands OCP
Managing and Balancing Growth	
1.1 Keep Urban Settlement Compact	• Only a small percentage of land in the Highlands falls into the Highlands Servicing Area Boundary (HSAB) as shown on Map 2.1. The Servicing Area is contiguous with the Regional Urban Containment Policy Area (RUCPA) as set out on Map 3a of the RGS with the purpose of limiting expansion of urban settlement. This area contains industrial and commercial type uses, as well as relatively higher density residential uses. • Policy 2.2 (22) of the OCP further supports the implementation of the RUCPA and states: "All land use and design decisions will seek to prevent unplanned growth." • Section 2.2 describes growth within Highlands as occurring slowly, at a rate of approximately 15 new homes per year. This contributes to slow growth in rural areas, which is in keeping with the RGS target of 95% of growth taking place within the Urban Containment Boundary (UCB) and only 5% growth outside of the UCB. • Residential development within the HSAB is guided by Development Permit Area 5 – Intensive Residential. Guidelines promote: clustering and screening by native vegetation of housing; maintenance of natural drainage patterns; drought-resistant plantings; minimal alteration of natural features; maintaining or improving stormwater runoff in order to protect ground and surface water; enhancement of riparian areas; conservation and/or enhancement of identified green space areas; downward illumination; and design supporting transit.
1.2 Protect the Integrity of Rural Communities	• The OCP supports the continued conservation of and support for the rural community and lifestyle in Highlands. This is consistent with the RGS Rural/Rural Residential Policy Area objectives. The vast majority of Highlands (approximately 90%) is designated Park, Rural Residential and Rural land use in the OCP. These designations seek to protect rural character. • The Rural and Managed Forest designations allow for agriculture and forestry, while the Rural Residential and Institutional (where determined by zoning) designations allow for agriculture. • Policy 2.2 (7) encourages development applicants to explore various means to develop land that minimizes impacts on the natural environment. • Policy 2.2 (17) encourages the retention of the visual landscape, including retention of naturally vegetated buffer zones adjacent to parks and road rights-of-way.

RGS Objectives	Relationship to Highlands OCP
Environment and Infrastructure	
2.1 Protect, Conserve and Manage Ecosystem Health	• Highlands' OCP acknowledges and supports the Capital Green Lands Policy Area (CGLPA) as set out on Map 3a of the RGS and the targets for completion of the sea-to-sea green blue belt and the regional trail network. These areas were originally defined in the previous RGS under the CRD Parks Master Plan. • Policies in Chapter 4 specifically discuss cooperation with the Regional District and Province in the conservation, continued establishment, development and management of regional parks, trails and natural areas. • Policy 4.2.1 states that: "Decisions regarding parks, trails and recreation should be guided, along with other relevant information, by the Highlands Parks and Recreation Master Plan and the Trails Master Plan. The CRD Parks Master Plan and BC Parks should also be consulted as well as affected landowners". • Highlands is home, in part, to a number of regionally significant parks, as acknowledged in the RGS, including Thetis Lake and Mount Work Regional Parks, and home in entirety to Lone Tree Regional Park. • The OCP also recognizes the importance of identifying, protecting, enhancing and restoring healthy ecosystems consistent with the RGS policies for the CGLPA. • Section 3.2, Natural Hazard Conditions, discusses and provides policy direction for areas with steep slopes. Section 3.3 discusses Environmentally Sensitive Areas, and sets out detailed policies for sensitive vegetation, water features and riparian areas, and marine waters and shore lands. All of these policies are further supported by Development Permit Areas (Chapter 11) for Steep Slopes, Water and Riparian Areas, and Sensitive Vegetation, and are shown on Maps 11.1 and 11.2. By regulating land use and development, these policies and regulatory powers contribute to the RGS target for the reduction of contaminants in fresh and marine water bodies. • Policies 3.1 (2) and (3) encourage environmental information sharing, stewardship, and responsibility-taking among the District, its residents and landowners, and environmental groups and agencies. • Section 11.8 establishes Development Permit Area 6 – Promotion of Energy and Water Conservation and the Reduction of Greenhouse Gases. The entire District is subject to this Development Permit under the following circumstances: (1) construction requiring a building permit and (2) any other project requiring a Development Permit. • Section 2.1 draws attention to the importance of considering water in all land use decisions.

RGS Objectives	Relationship to Highlands OCP
2.2 Manage Regional Infrastructure Services Sustainably	• The majority of land in the Highlands (approximately 90%) is outside of the Regional Urban Containment Boundary Area and not part of regional water or sewer systems. Policy 7.2 (11) includes Map 2.1 that shows Highlands' Servicing Area, which is consistent with the RGS. Limiting significant growth to this area supports the sustainability of the regional infrastructure system. • Policy 7.3 (6) provides for the servicing by public sewers or an alternative method of sewage disposal, which involves the use of reclaimed water, within the Bear Mountain Comprehensive Development Area. • Section 7.4 discusses managing solid waste, focusing on reducing, reusing and recycling. • Policy 7.4 (4) supports reduction of waste, reuse of materials, recycling, and backyard composting. • Policy 7.4 (7) states that the District will actively pursue ways to allow for the conversion, and rehabilitation of existing landfill, waste burning and demolition sites. • The OCP places a high level of importance on protection and management of the groundwater resources. Consistent with the RGS, appropriate management of groundwater resources will help to limit the need for extensions of the regional water system and is critical to preserving rural and rural residential areas and ecosystem health. • Section 2.1 draws attention to the importance of considering water in all land use decisions. • Section 3.5 discusses and sets policies for watershed and groundwater management. • Section 7.2 discusses and sets policies for water supply and well protection. Some specific policies: o Policy 7.2 (3) states, "In considering land use activity or change, the District of Highlands will consider the ability of surface water and groundwater to support human use without damaging ecosystems and aquifers..." o Policy 7.2 (4) encourages water conservation. o Policy 7.2 (5) encourages the use of drought-resistant native plant species in order to reduce irrigation need and to control potentially invasive species.

RGS Objectives	Relationship to Highlands OCP
Housing and Community	
3.1 Create Safe and Complete Communities	• **Not applicable** for the most part because the vast majority of Highlands is outside of the Regional Urban Containment Boundary. • Lands designated as Bear Mountain Comprehensive Development provide for a mix of housing, employment, services and recreation.
3.2 Improve Housing Affordability	• Policy 2.2.13 addresses the need to encourage housing for a broad spectrum of housing needs and states that "Housing for people with special needs by reason of age, income or disability is encouraged to meet the community's anticipated needs." • Given the Rural/Rural Residential nature of the majority of Highlands, there is little opportunity to meet the RGS target to increase housing affordability. However, the OCP recognizes this limitation and encourages consideration of "a strategy for affordable housing stock through consideration of secondary housing" (Policy 2.2.24).
Transportation	
4.1 Improve Multi-Modal Connectivity and Mobility	• The OCP supports the RGS goal to improve the regional multi-modal transportation network through development of roadside trails and to encourage increased transit use. This supports the RGS target for 42% of all trips in the region to be by walking, cycling and transit. • Section 6.3 discusses roadside trails, the objective of which is "To develop and maintain a network of roadside trails, as outlined in the 2010 Trails Master Plan, for a variety of means of non-motorized travel that is consistent with the character and activities of the Highlands." • Considerations for transit with respect to land use are directed through policies 2.2 (25), 2.2 (27), and 2.6 (8). For the Commercial Industrial area, there is policy support to replace parking stalls with the provision of transit passes. • Policies in section 6.5 support public transit, and an arrangement with a private provider in order to provide additional options for Highlanders.
Economic Development	
5.1 Realize the Region's Economic Potential	• Given the limited nature of the industrial and commercial lands in the Highlands, there is little opportunity to add to the Region's economic potential and the target to increase the jobs/population ratio as contemplated in the RGS. However, policies in the OCP do acknowledge and support ongoing commercial, industrial and forestry activity: • Section 2.9 discusses the Managed Forest land use designation. An objective is, "To encourage good forestry practices." Policy 2.9 (2) states that the District will seek to ensure long term protection of lands designated Managed Forest. • Uses allowed within the Commercial/Industrial and Bear Mountain Comprehensive Development OCP designated lands are intended for regional or greater market areas.

RGS Objectives	Relationship to Highlands OCP
Food Systems	
6.1 Foster a Resilient Food and Agriculture System	• The OCP supports a strong and sustainable regional agriculture and food distribution system. While the OCP does not explicitly include targets to increase the amount of land in food production, it does include policies that support food production on private properties, as well as community food gardens in new and existing development and on other underutilized lands. Emphasis is given to food production methods that are environmentally sustainable and do no harm to local ecosystems. • Policy 8.3.2 – "The District will support community food gardens in new and existing developments and in areas where lands are underutilized or residents do not have space on their own properties for gardens". • Policy 8.3.4 – "The District encourages food production on private properties..." • Policy 8.3.5 – "Highlands will support the maintenance of a strong and sustainable regional agricultural and food distribution system". • Policy 8.3.6 – "The District of Highlands may undertake an agricultural and Local Food planning process to support and guide future agricultural activities and to evaluate whether specific land use regulations may be necessary to help balance the full range of values expected by the community". • Consideration of the RGS target for increased food production will be included in the next OCP review. • Section 8.3 sets out a number of policies in support of local food production and consumption. • Consideration of the RGS target for increased food production will be included in the next OCP review.
RGS Objectives	**Relationship to Highlands OCP**
Climate Action	
7.1 Significantly Reduce Community-Based Greenhouse Gas Emissions	• The OCP establishes policies and targets for Greenhouse Gas reduction. While the targets, a proposed 20% reduction from 2007 emissions by 2020, a 26% reduction by 2030 and an 80% reduction by 2050 do not mirror the RGS targets of a 33% reduction by 2020 and a 61% reduction by 2038, the goal is the same. These target dates will be reviewed and update as part of the next OCP update. • Policies specifically in chapter 5, "Energy, Greenhouse Gases and Climate Change Adaptation," and generally throughout the OCP seek to promote greenhouse gas reduction, energy efficiency, renewable energy production, water conservation, waste reduction and use or reuse of waste as resource. • Development Permit Area 6, "Promotion of Energy and Water Conservation and the Reduction of Greenhouse Gases," implements this policy direction. The entire District is subject to this Development Permit under the following circumstances: (1) construction requiring a building permit and (2) any other project requiring a Development Permit.

APPENDIX B

Table 1. Regional Context Statement Evaluation Framework

LGA	RCS Content	**Relationship to Legislative Requirement** For CRD Board consideration		
		All relevant content is included	Clearly articulates relevant content	Plan to be consistent over time
		✅	✅	N/A
429(2)(a)	Identify how the OCP relates to the RGS vision on p. 1 of the RGS.	Identifies relationship to vision and objectives. The RCS articulates specific topic areas from the RGS.		
		✅	✅	N/A
429(2)(b)	Identify how the OCP relates to the projections provided in Table 1 of the RGS.	RCS housing projections align with RGS projections.	The RCS elected to note only the housing projections but aligns with RGS projections at the municipal and sub-regional level. Note the housing projections are based on population projections.	
		Managing and Balancing Growth (Objectives 1.1 & 1.2)		
		✅	✅	N/A
429(2)(c) and (d); 429(3)	Identify how the OCP relates to the RGS.	RCS reflects all relevant OCP content.	The district has a small portion inside the Urban Containment Boundary Policy Area, the majority of the area is in the Capital Green Lands or Rural/Rural Residential Policy Area and is acknowledged and supported by OCP policies.	

Relationship to Legislative Requirement
For CRD Board consideration

LGA	RCS Content	All relevant content is included	Clearly articulates relevant content	Plan to be consistent over time
		Environment and Infrastructure (Objective 2.1 & 2.2)		
		✓	✓	N/A
		RCS reflects all relevant policy areas, and OCP policies.	The RCS identifies policies that support ecosystem health, environmental protection and restoration principles. Lands shown as Capital Green Lands Policy Area on RGS Map 3a are designated for protection. Policies focus on protecting lands and using development permit areas. The RCS references the District's servicing area, which limits growth and supports the regional infrastructure.	
		Housing and Community (Objectives 3.1 & 3.2)		
		✓	✓	N/A
		RCS explicitly references the challenges of achieving a complete community outside of the Urban Containment Boundary Policy Area, largely the policies do not apply.	The RCS supports growth of mixed housing, employment, services and recreation inside the Bear Mountain Comprehensive Development Area. Highlands notes that contributing to the housing targets outside of the Bear Mountain Comprehensive Development Area is challenging.	

Relationship to Legislative Requirement
For CRD Board consideration

LGA	RCS Content	All relevant content is included	Clearly articulates relevant content	Plan to be consistent over time
	Transportation (Objective 4.1)			
		✅	✅	N/A
		Content reflects the Regional Transportation Plan and multi modal transportation network.	The RCS supports multi modal transportation and use of trails.	
	Economic Development (Objective 5.1)			
		✅	✅	N/A
		The RCS references OCP policies and summarizes the relationship between the OCP policies and RGS policies.	The RCS identifies policies that support commercial, industrial and forestry activities; however, opportunities are limited.	
	Food and Agricultural Systems (Objective 6.1)			
		✅	✅	✅
		Policy citations are accurate.	The RCS identifies policies to create community gardens and food production on private properties, and policies to support the region's food initiatives and future food and agriculture planning in the District.	References that Highlands will consider how to update OCP targets over time.

LGA	RCS Content	**Relationship to Legislative Requirement** For CRD Board consideration		
		All relevant content is included	Clearly articulates relevant content	Plan to be consistent over time
		Climate Action (Objective 7.1)		
		✓	✓	✓
		Content reflects policy citation, and policy relationships.	RCS references OCP policy statements supporting energy efficiency for building performance, greenhouse gas reduction, water and waste conservation, and promotes using waste as a resource.	References that Highlands will consider how to update OCP targets over time.

Making a difference...together

REPORT TO PLANNING, TRANSPORTATION AND PROTECTIVE SERVICES COMMITTEE MEETING OF WEDNESDAY, JANUARY 15, 2020

SUBJECT **Saanich Regional Context Statement**

ISSUE SUMMARY

To review the District of Saanich regional context statement (RCS) in relation to the Capital Regional District's (CRD) Regional Growth Strategy (RGS) Bylaw (Bylaw No. 4017).

BACKGROUND

On March 14, 2018 the CRD Board adopted the RGS, Bylaw No. 4017.

A RCS, adopted within a municipality's Official Community Plan (OCP), relates OCP provisions to the RGS. As per section 446 of the *Local Government Act* (the *Act*), an OCP in a municipality to which an RGS applies must include an accepted RCS. The *Act* requires that all municipal regional context statements be submitted to the Board within two years of RGS adoption. The *Act* also stipulates that upon receipt of a proposed RCS, the CRD Board must respond by resolution within 120 days to the municipal council to indicate whether or not it accepts the RCS. The Board is deemed to have accepted the RCS if it does not respond within the 120 day period.

On April 11, 2018, the CRD Board approved a framework to guide the evaluation of regional context statements.

On December 12, 2019, the District of Saanich submitted a RCS for Board acceptance (see Appendix A). The RCS was prepared to reflect the content of the 2008 Saanich OCP in relation to the 2018 RGS. The CRD Board has until April 10, 2020, to review and respond to the Saanich RCS.

To date, Colwood, Esquimalt, Oak Bay, North Saanich, View Royal and Central Saanich's RCSs have been accepted. Victoria and Highlands RCSs are being considered at this meeting. Should these RCSs be accepted, four RCSs will remain to be processed. Given that all municipalities must submit a revised RCS within two years of adoption of the RGS, the deadline to receive revised RCSs is March 14, 2020. The Board then has 120 days to review an RCS.

Regional and Strategic Planning staff have evaluated the Saanich RCS in accordance with the Board-approved "Regional Context Statement Framework". See Appendix B for a summary of the evaluation.

ALTERNATIVES

Alternative 1
The Planning, Transportation and Protective Services Committee recommends to the Capital Regional District Board:
That the District of Saanich regional context statement be considered in relation to the 2018 Regional Growth Strategy (Bylaw No. 4017) and be accepted in accordance with the requirements of section 448 of the *Local Government Act*.

Alternative 2
The Planning, Transportation and Protective Services Committee recommends to the Capital Regional District Board:
That the District of Saanich regional context statement be considered in relation to the 2018 Regional Growth Strategy (Bylaw No. 4017) and not be accepted in accordance with the requirements of section 448 of the *Local Government Act*.

Alternative 3
That the Saanich Regional Context Statement report be referred back to staff for additional information based on Committee direction.

IMPLICATIONS

Intergovernmental Implications
Board acceptance of the RCS is a key RGS implementation tool as the context statement relates the RGS to a municipality's OCP. The OCP provides policies that guide decisions related to land use, infrastructure, mobility, housing, parks and other content under the authority of a local government.

Regional Growth Strategy Implications
Saanich's proposed RCS fully captures all relevant OCP content and clearly identifies how the OCP relates to the RGS vision, population projections and objectives for growth management, environment and infrastructure, housing and community, transportation, economic development, food systems and climate action as outlined in Appendix B. The RCS demonstrates a strong relationship to the RGS that will work toward achieving the RGS vision and objectives. Alternative 1 allows for OCP adoption and RGS implementation.

The referral period for Board acceptance of a RCS is 120 days (April 10, 2020).

Alignment with Existing Plans & Strategies
The purpose of a RCS is to foster alignment between the RGS and municipal OCPs. Practically speaking, it can take time to achieve alignment, especially in cases where RGS content changes. While provincial legislation requires that RCS's be updated within two years of a new RGS, it also acknowledges that, in some cases, there will not be perfect alignment within those two years. Section 447 of the *Local Government Act* provides an opportunity for an OCP that is not consistent with the RGS to indicate how the municipality intends to ensure consistency over time. Saanich has submitted a proposed RCS to fulfill its statutory obligation that the context statement be received by the CRD Board within two years of RGS adoption.

CONCLUSION

Provincial legislation requires that a municipal OCP contain an accepted RCS. Board acceptance of the RCS is a key tool for RGS implementation. Staff have reviewed Saanich's proposed RCS in accordance with the Board-approved evaluation framework. Saanich's RCS demonstrates a strong relationship to the RGS and will work toward achieving RGS vision and objectives.

RECOMMENDATION

The Planning, Transportation and Protective Services Committee recommends to the Capital Regional District Board:
That the District of Saanich regional context statement be considered in relation to the 2018 Regional Growth Strategy (Bylaw No. 4017) and be accepted in accordance with the requirements of section 448 of the *Local Government Act*.

Submitted by:	Emily Sinclair, MCIP, RPP, Senior Manager, Regional & Strategic Planning
Concurrence:	Kevin Lorette, P. Eng., MBA, General Manager, Planning & Protective Services
Concurrence:	Robert Lapham, MCIP, RPP, Chief Administrative Officer

ATTACHMENT(S)

Appendix A: Saanich's Regional Context Statement Referral
Appendix B: Regional Context Statement Evaluation

District of Saanich
Legislative Services
770 Vernon Ave.
Victoria BC V8X 2W7

t. 250-475-5501
f. 250-475-5440
saanich.ca

LEGISLATIVE SERVICES

File: 1310-40

December 12, 2019

Via email: kmorley@crd.bc.ca

Kristen Morley, General Manager, Corporate Services
Corporate Officer
Capital Regional District
625 Fisgard Street
Victoria BC V8W 1R7

Dear Ms. Morley:

Re: UPDATED REGIONAL CONTEXT STATEMENT – OFFICIAL COMMUNITY PLAN AMENDMENT BYLAW

This letter confirms that at their meeting held December 9, 2019, Saanich Council considered the Report of the Director of Planning dated November 28, 2019 recommending that Council give First Reading of "Official Community Plan Bylaw, 2008, Amendment Bylaw, 2019, No. 9601" to amend the Regional Context Statement and related references in the Official Community Plan document; and direct staff to refer Bylaw No. 9601 to the Capital Regional District for consideration by the Regional Board, and resolved as follows:

"That Bylaw No. 9601 be introduced and read."; and,

"That Council direct staff to refer Bylaw No. 9601 to the Capital Regional District for consideration by the Regional Board."

Please find attached the Report of the Director of Planning, an excerpt of the minutes and a certified copy of "Official Community Plan Bylaw, 2008, Amendment Bylaw, 2019, No. 9601" for your consideration.

If you require further clarification, please contact me at 250-475-5494, Ext. 3500.

Sincerely,

Angila Bains, B.A., CMC
Manager, Legislative Services

/sh

cc: Mayor and Council
Paul Thorkelsson, CAO
Colin Plant, Chair, Capital Regional District Board
Emily Sinclair, Senior Manager, Regional and Strategic Planning

THE CORPORATION OF THE DISTRICT OF SAANICH

BYLAW NO. 9601

TO AMEND BYLAW NO. 8940,
BEING THE "OFFICIAL COMMUNITY PLAN BYLAW, 2008"

The Municipal Council of The Corporation of the District of Saanich enacts as follows:

1) Appendix "A" of Bylaw No. 8940, being the "Official Community Plan Bylaw, 2008" is hereby amended by deleting section 7.3, Regional Context, in its entirety, and replacing it with the following:

"**7.3 Regional Context Statement**
As a one of the core municipalities within the Capital Regional District (CRD), Saanich works collaboratively with 12 member municipalities and an electoral area to achieve regional objectives. The Regional Growth Strategy (RGS), adopted by the CRD Board in March 2018, provides a framework to achieve a regional vision for growth and change that enhances quality of life, sustainability and social well-being.

The RGS framework specifies ten interconnected objectives supported by principles, policies and 2038 targets to achieve regional sustainability:

1. Keep urban settlement compact;
2. Protect the integrity of rural communities;
3. Protect, conserve and manage ecosystem health;
4. Manage regional infrastructure services sustainably;
5. Create safe and complete communities;
6. Improve housing affordability;
7. Improve multi-modal connectivity and mobility;
8. Realize the region's economic potential;
9. Foster a resilient food and agriculture system; and
10. Significantly reduce community-based greenhouse gas emissions.

As required under Sections 446 and 447 of the "Local Government Act", CRD member municipalities collectively support the RGS by preparing regional context statements identifying the relationship between the OCP and RGS. The following demonstrates how the Saanich OCP aligns with and achieves the objectives of the RGS.

Objective 1: Keep Urban Settlement Compact

The land use characteristics and development patterns in Saanich are largely influenced by its central location in the region and its unique context with both urban neighbourhoods and rural agriculture lands (see Map 4). Within this context, Saanich plays as an important role in the Capital Regional District as the municipality with the highest population and the largest area.
Saanich has adopted growth management policies and strategies in the OCP aimed at limiting urban sprawl while creating opportunities to develop more complete, compact and sustainable communities with access to a range of housing choices, close to employment, amenities and services. The OCP supports concentrating growth within the

Urban Containment Boundary as a principal tool of growth management which contributes to the RGS target of accommodating 95% of new dwelling units within the Containment Area by 2038 (see Section 4.2.1).

Furthermore, the majority of future growth is focused on walkable, mixed use "Centres" and "Villages" with opportunities for new multiple family residential, commercial, institutional and civic development (see Section 4.2.3 and Map 4). While the majority of future growth in Saanich is focused in "Centres" and "Villages," residential infill in established neighbourhoods within the Urban Containment Boundary will continue to take place on a limited scale to increase housing options for residents. The OCP contains infill development polices supporting secondary suites, duplexes, multi -family residential and mixed use development (see Sections 4.2.4 and 5.1.2).

Saanich's growth management and sustainability policies focus the majority of new development both inside the Urban Containment Boundary and within "Centres", "Villages" and corridors defined in the OCP, and through formal planning processes such as the Shelbourne Valley Action Plan. Given we are a well-established community with a strong commitment to sustainability, growth for the most part will come from redevelopment and infill. The OCP population projections, described in Section 3.3, reflect estimates from the previous RGS (2003). Although projections in the current RGS (2018) have been updated, population growth remains consistent with an anticipated 0.5% annual population growth rate for Saanich. As a result, existing OCP projections generally align with the current RGS sub-regional core area population projections.

	Population: 2011	Population Projection: 2038	Population Change: Total	Population Change: Percentage
Saanich	112,100	128,600	16,500	14.7%
CRD	346,900	441,800	94,900	27.4%

Source: Adapted from 2018 CRD Regional Growth Strategy, Table 1

Objective 2: Protect the Integrity of Rural Communities

Rural Saanich is valued for its natural beauty, diverse environments, high biological diversity, agriculture, forested lands and rural lifestyle. Policies and environmental protection measures in the OCP help retain the character of rural communities, maintain the health of its natural systems and demonstrates Saanich's commitment to the preservation and strengthening of rural areas. Future development is expected to be consistent with the rural scale and character, contributing to the RGS goal to limit new dwelling units to a maximum of 5% outside of the Urban Containment Policy Area and within the Rural/Rural Residential Policy Area (see Section 4.2).

Containing and concentrating growth within the Urban Containment Boundary is key to better protection and retention of rural, agriculture and environmentally significant lands. Furthermore, limiting urban sprawl and the extent of rural development and subdivision is achieved through policies to maintain farming, food production and rural residential as predominate land uses. Large lot sizes are appropriate for these land uses. Most of the parcels are designated A-1 and A-4 Rural Zones which require a minimum lot size 2.0 and 4.0 hectares, respectfully, which is reinforced through policy in the OCP (see Sections 4.2.5 and 5.1.1). The OCP also aims to minimize conflicts between rural and urban uses through the clear delineation of land uses and buffering rural and agricultural lands from adjacent urban residential development as part of redevelopment and

subdivision proposals, where appropriate (see Section 5.1.1).

Infrastructure services in rural areas includes on-site services which is in keeping with the rural character and helps limit development to the scale, form and density consistent with the intent of the rural land use designations (see Section 4.2.10). The OCP also limits consideration for a Sewer Service Area extension outside the Urban Containment Boundary, only as a means to resolve current health problems if no reasonable alternative is feasible or for public facilities or parks, where there would be significant community benefit.

Objective 3: Protect, Conserve and Manage Ecosystem Health

The RGS aims to protect the landscape character, ecological integrity, and biodiversity of the Capital Region. Saanich's OCP reinforces the RGS by emphasizing the importance of preserving, protecting and managing its diverse natural environment and ecosystems for the well-being of the community and the region. Saanich's natural environment is comprised of designated environmentally sensitive areas, urban forests, watersheds, water courses, floodplains, parks, open space and trails (see Maps 1, 2, 3, 9 and 10). Regionally significant parks, identified in the RGS as Capital Green Lands, represent a diverse range of recreation and natural areas and include Mount Douglas Park, Swan Lake Christmas Hill Nature Sanctuary, Rithet's Bog Conservation Area, Elk/Beaver Lake Regional Parks and Francis King Regional Park. Additional regionally significant parks are found throughout the municipality in both urban and rural areas (see Map 9).

Saanich's OCP supports polices related to protecting and restoring habitat and ecosystems; connecting environmentally sensitive areas and green spaces with "greenways"; promoting conservation of existing and additional tree cover; requiring restoration plans as a result of disturbance; and, prioritizing condition assessments for streams, riparian and wetland areas (see Section 4.1.2).

Ongoing stewardship is seen as a foundational and fundamental tool for preserving and enhancing Saanich's natural heritage. Policies encourage habitat creation and biodiversity improvements, focus on principles of Naturescaping and landscaping that utilizes native species and climate resistant plants on both public and private public lands. Policies in the OCP recognize the importance of partnerships with CRD, local and senior governments and other stakeholders to promote stewardship of our watercourses, groundwater and marine environments, and education initiatives (see Section 4.1.2). Through partnerships to improve source control and reduce contamination entering our watercourse and marine environment as well as policies that support an integrated planning approach to restoration of and management of watercourses, surface water, drainage and groundwater, the OCP supports the RGS objective to protect, conserve and manage ecosystem health.

Through comprehensive environmental protection policies and implementation tools that inform land use decision such as the Environmentally Significant Areas Atlas and the Urban Forest Strategy, Saanich is equipped to maintain the integrity of the natural environment. Development Permit Area (DPA) Guidelines (see Section 7.1 and Map 5), an implementation strategy introduced in the OCP for evaluating new development, can provide guidance on land use issues in and around sensitive ecosystems and within hazard areas such as flood plains and areas susceptible to wildfires. DPAs can provide guidance on conservation of water and energy, improvements to storm water management, and reduction of greenhouse gas emissions. In particular, the Streamside

and Floodplain DPAs are significant contributors to addressing protection of environmentally sensitive landscapes during development and support the RGS target to reduce contaminants in water bodies. Within rural Saanich, environmentally sensitive areas and green spaces are better protected by focusing growth within the Urban Containment Boundary.

Objective 4: Manage Regional Infrastructure Services Sustainably

In order to accommodate the anticipated population increase in the region, the RGS supports long-term sustainable planning and management of regional infrastructure services that take into consideration the conservation of land, water and energy resources and the impacts of climate change and natural hazards. Regional infrastructure services include drinking water, liquid and solid waste while services in Saanich supplement this infrastructure with collection and distribution systems.

Policies throughout the OCP (see Section 4.2.10) support the RGS target of preparing long-term capital plans for CRD utilities that are cost-effective and efficient to serve. Saanich growth management strategies promote efficient and cost effective infrastructure planning and management through compact land use patterns, concentrating growth in "Centres", "Villages" and designated corridors. This allows investments to be directed towards maintenance and improvements to existing infrastructure, rather than on new infrastructure. This is also supported through policies in the Public Infrastructure Section (see Section 4.2.10) that restrict major infrastructure extensions.

Buildings themselves also have a profound effect on the environment and health, as they consume large quantities of energy, water, and materials, and emit significant levels of greenhouse gases and generate other waste. These impacts can be significantly reduced by encouraging sustainable green building and sustainable servicing practices. For example, the OCP includes detailed policies and implementation tools for future development, requiring building and site design to reduce impervious surfaces and incorporate features that will encourage ground water recharge through methods such as green roofs, vegetated swales and pervious paving material are administered through the development review process (see Section 4.2.1).

Other policies contribute to sustainable infrastructure by: 1) encouraging reduced consumption of non-renewable resources; and 2) by supporting CRD initiatives to reduce solid waste and develop efficient and environmentally acceptable long-term waste disposal solutions, working towards Zero Waste generation (see Section 4.2.10).

Within rural areas, OCP policies (see Section 4.2.10) emphasize low impact and low density development approaches that help conserve environmentally significant lands and reduce public infrastructure needs with requirements for on-site services. The OCP limits consideration for a Sewer Service Area extension outside the Urban Containment Boundary, only as a means to resolve current health problems if no reasonable alternative is feasible or, for public facilities or parks, where there would be a significant community benefit. The OCP also limits consideration of water extensions outside the Urban Containment Boundary to those that are in keeping with RGS principles and that address pressing public health and environmental concerns, provide fire suppression, or service agriculture. Additionally, the OCP supports opportunities to improve water quality and enhance environmental features through retaining open-channel stormwater drainage system comprising of watercourses, ditches, flood plains and other water

retention and detention.

Objective 5: Create Safe and Complete Communities

The OCP emphasizes the importance of building complete communities with access to a diverse range of housing types and tenure, employment options, shops, services, community amenities, and public open spaces (see Chapters 4.2 and 5.2). An important element in the development of complete communities is to provide mobility options that support walking, cycling and transit, and foster healthy lifestyles and safe neighbourhoods.

A key tool to creating complete communities is to focus future growth in mixed use "Centres" and "Villages" within the Urban Containment Boundary. Through the integration of transportation planning, land use and urban design, "Centres" and "Villages" of various scales and levels of completeness help to establish vibrant places to live, work, and enjoy (see Section 4.2.3 and Map 4).

Another important contributor to creating complete communities is maintaining the unique character in these "Centres" and "Villages" which is largely achieved through Local Area Plans. Local Area Plans provide a policy framework to implement the vision of the OCP and guide growth and change for neighbourhoods (see Sections 3.4, 4.2.2 and 4.2.3). Policies in these plans help retain neighborhood character and a sense of place. OCP policies further support developing a sense of place through promoting community connections and social interactions within safe, diverse and inclusive communities (see Section 5.1.4).

Development Permit Guidelines contribute to the development of complete communities by providing direction on how to design buildings and developments that are sensitive to the existing character of an area and add to the community through improved streetscapes, pedestrian mobility, and quality open spaces. In addition, Development Permit Guidelines can minimize risk and provide guidance on land use issues in and around sensitive ecosystems, and within hazard areas such as flood plains and areas susceptible to wildfires (see Sections 3.4 and 4.2.2, and Map 5).

Additional policies in the OCP address public safety through building community awareness and taking action. Supporting public education on emergency and disaster preparedness, the development of transportation safety infrastructure, and the implementation of crime and fire prevention programs are some examples of the means by which the OCP works to improve public safety.

The RGS directs municipalities to identify the number of people living in complete communities. Although Saanich's OCP does not address this target specifically, consideration for this target will be detailed as part of a future comprehensive update of the OCP. This approach is based on the Local Government Act's provision for a regional context statement to specify how the OCP is to be made consistent with the RGS over time.

Objective 6: Improve Housing Affordability

A variety of affordable housing policies (see Section 5.1.2) in the OCP seek to address the RGS targets to increase the supply of more affordable housing; reduce the number of people in core housing need; and, reduce the number of people who are homeless.

The OCP recognizes there is a significant need in the community to increase affordable housing in order to improve quality of life, community health, and support the economy. Policies in the OCP aimed to increase the diversity of housing by type and tenure, helps to ensures residents have access to housing suitable and desirable to their life stage and income (see Section 4.2.4). Development in "Centres" and "Villages" allows for the greatest opportunity for increasing affordable housing based on policies that support compact growth with an expanded range of housing types and tenure to meet the needs of individuals of all ages, incomes and abilities; a good range of jobs; easy access to stores and services to meet daily needs; and transportation options to get to, from and around the neighbourhood (see Sections 4.2.3 and 4.2.9).

Introduced in the OCP and subsequently implemented for most of the urban areas of the District, secondary suites contribute to improving access to affordable rental housing (see Section 5.1.2). Detached secondary dwellings, or Garden Suites, are another rental opportunity being explored. For higher density development proposals, the OCP encourages mitigating or limiting the loss of existing rental housing stock through retaining and securing rental units with housing agreements. In addition, the OCP encourage exploring options for gaining affordable housing units through the development process.

The District of Saanich works with partners from the Capital Regional Housing Corporation, BC Housing, the Federal Government, non-profits, and agencies to support the construction of social housing projects within Saanich. The OCP supports the Regional Housing Affordability Strategy and the Regional Housing Trust Fund. An implementation strategy that is supported by OCP policies is the Saanich's Affordable Housing Fund which is funded by community contributions by developers through the rezoning process and contributes to the development of not-for-profit housing projects in Saanich.

The plan also contains policies that provide direction for Saanich to work with the CRD and other stakeholders to address both immediate and long-term homelessness issues through the provision of sufficient "shelter housing", "transitional housing", and "permanent supportive housing" in the region and through developing and implementing early intervention strategies.

Objective 7: Improve Multi-Modal Connectivity and Mobility

The RGS supports the development of a balanced and sustainable transportation system providing residents with reasonable and affordable transportation choices that enhance the overall regional quality of life through more effective, connected, sustainable and multi-modal transportation systems. From a regional perspective, the OCP recognizes the importance of working with the CRD and member municipalities to develop a regional transportation plan which outlines priorities for a regional multi-modal network.

Increasing population growth in Saanich and throughout the CRD will continue to place increasing pressure on Saanich's transportation system. OCP policies seek to support a

multi-modal transportation and mobility network for the community that will help create safe, convenient, effective and sustainable mobility choices to move around the community (see Section 4.2.9 and Maps 12-15). Transportation and mobility networks that encourage and promote a range of active travel choices, such as walking and cycling, present opportunities for significant quality of life, health, safety and economic benefits.

Land use and development patterns play a profound role in shaping how sustainable, convenient, safe and attractive active transportation is. Integrating well-designed land use and transportation systems can positively affect several factors that relate to establishing more sustainable communities with people who drives less to meet their daily needs, participate more in cost-effective and active ways of moving around the community, and actively engage in social connections. Focusing growth around well designed "Centres" and "Villages" and along corridors defined through formal land use planning processes, is another important contributor to making active mobility more viable (see Section 4.2.3).

The many actions taken by the District to promote multi-modal connectivity are backed by strong policies in the OCP (see Section 4.2.9). Saanich's Active Transportation Plan is an implementation strategy that establishes a vision, goals and targets to improve active transportation and to ensure that walking and cycling are accessible, comfortable, and convenient transportation choices for people of all ages and abilities. Targets set in this OCP are generally consistent with the RGS target to achieve a transportation system that would see 42% of all trips made by walking, cycling, and transit by 2038.

Objective 8: Realize the Region's Economic Potential

As the population grows in the region, realizing diverse and economic opportunities to improve the region's economic potential is vital to achieving a sustainable economy (see Sections 6.1 and 6.2). Comprehensive economic development policies integrated throughout the OCP, support a balanced economy by encouraging a broad range of commercial, service, research, high tech and industrial uses and contribute to achieving the RGS target of 0.6 for the jobs to population ratio within the Core Subregion.

Policies in the OCP support focusing the majority of employment growth and mixed-use development in "Centres", "Villages" and designate corridors that prioritizes access to active mobility options, promotes improved access to jobs and services close to home, creates a network of vibrant, livable communities connected by an efficient transportation system (See Sections 4.2.3 and 4.2.9).

Protecting the region's industrial land supply is imperative to accommodate the growing economy and employment. Industrial lands are required to support a prosperous and growing regional economy and workforce. People and businesses depend on local industrial services, such as production, distribution and repair. Industrial areas are protected and supported by OCP policies to accommodate the growing economy and employment. In addition, policies encourages improved utilization and intensification of industrial areas for industrial activities and ensure that the zoning and regulatory controls respecting industrial areas continue to encourage and support their economic viability.

Other major employment areas provide opportunities for increasing jobs and the economy. The OCP supports providing opportunities to new advanced technology and knowledge-based businesses by supporting expansion of Vancouver Island Technology

Park, and research related activities at the University of Victoria, Camosun College, Royal Roads campuses.

Within rural areas, policies encourage market diversification of agriculture by supporting specialty agri-tourism businesses on commercial farms, which are in keeping with the scale and character of rural Saanich.

	Employment: 2011	Employment Projection: 2038
Saanich	112,100	128,600
CRD - Core	141,900	164,900
CRD - Total	183,700	232,500

Source: Adapted from 2018 CRD Regional Growth Strategy, Table 1

Objective 9: Foster a Resilient Food and Agriculture System

Saanich has a long history of farming and retains a significant amount of agriculture and arable land within its rural lands. Applying to agriculture land in both rural and urban areas, Agriculture and food security policies in the OCP (see Section 5.1.1), recognize agriculture as a significant contributor to the region's landscape, identity and economy.

Key tools that have assisted in protecting agricultural land for current and future generations in rural Saanich are the Agricultural Land Reserve (ALR), the Urban Containment Boundary and the Sewer Service Area. Established by the Agriculture Land Commission, ALR designated land helps to preserve agricultural value and encourage farming (see Sections 4.2.5 and 5.1.1). Focusing future growth in compact, complete and sustainable urban "Centres" and "Villages", helps to limit urban sprawl, protect agricultural land from the pressure of urban development, and support the protection of the Renewable Resource Lands Policy Areas (see Section 4.2.3).

Land use regulations and education can help protect agricultural land and increase awareness and understanding of farm operation requirements for those living adjacent or near farms while managing potential conflict between farm operations and neighbouring land owners. The OCP supports buffering rural and agricultural lands from adjacent urban residential development as part of redevelopment and subdivision proposals, where appropriate (see Section 5.1.1). In addition, partnerships with surrounding municipalities, the CRD, non-profit organizations, and community groups, have been and will continue to be vital in enhancing agriculture and food security in Saanich and the region.

The following OCP policies for rural areas (see Section 5.1.1), directly contributing to increasing the amount of land in crop production for food by 5,000 ha by 2038, an RGS target for municipalities: 1) supporting efforts of farm operators and other agencies to enhance farmland and increase crop yield, by improving water supply and undertaking drainage improvements and improving soil capabilities, while considering environmental impact; and 2) supporting the development and operation of specialty crop farms to diversify farm production, increase economic development, increase local food production, and improve farm income.

In addition, opportunities for increasing food production in urban neighbourhoods is supported in the OCP (see Section 4.2.8). Support local sustainable agriculture by promoting urban farming initiatives that makes use of private and public green spaces to produce an inexpensive, safe, and nutritious food supply. For example, the parks and

opens space policies, consider opportunities to incorporate food producing community gardens into parks and other public open spaces, where appropriate. Community gardens on private or public land, can contribute to neighbourhood renewal and stability, strengthen community bonds, provide food, and create recreational and therapeutic opportunities.

An implementation strategy supported by OCP policies is the Agriculture & Food Security Plan which provides a coordinated approach for supporting agriculture and improving food security in Saanich.

Objective 10: Significantly Reduce Community-Based Greenhouse Gas Emissions

Comprehensive policies integrated throughout the OCP, address strategies to protect our community, improve our quality of life, support a diverse economy, and reduce local and global risks associated with a changing climate. The RGS emphasizes the importance of reducing community greenhouse gas (GHG) emissions to address the effects of a changing climate. OCP policies that reinforce the RGS target, focus on addressing both mitigation, reducing our GHG emissions, and adaptation, preparing for a changing climate, in the District's operations and the wider Saanich community. Supporting OCP policies that encourage a reducing GHG emissions include: reducing impacts from public and private buildings through green building design, energy efficiency technologies, renewable energy sources and efficient energy distribution systems; creating compact and complete communities within urban areas that encourage alternative transportation options that lead to reduced vehicle emissions; and, protecting and managing the natural environment, environmentally sensitive areas, urban forests, and aquatic habitat (see Sections 4.1.2, 4.2.1 - 4.2.4, and 4.2.9).

The RGS set targets to reduce Community Green House Gas Emissions by 33% (from 2007 levels) by 2020, and by 61% by 2038. Saanich has committed to reducing our community's greenhouse gas emissions with OCP target that align with the 2020 target (see Section 4.1.1). One of the key implementation strategies, an updated Climate Action Plan, seeks to implement more accelerated targets including:

- reduce community-wide greenhouse gas (GHG) emissions by 50% of 2007 levels by 2030;
- achieve net-zero GHG emissions by 2050;
- become a 100% renewable energy community by 2050; and
- prepare for a changing climate.

These new comprehensive targets will be implemented through prioritized actions established in the upcoming Climate Action Plan.

Policies

1. Manage population growth, land use, density, development policies, environmental protection, transportation, and infrastructure in Saanich within the context of the Regional Growth Strategy.
2. Negotiate, where necessary, bilateral agreements regarding buffering and land use transition where the Regional Urban Containment and Servicing boundary coincides with a municipal jurisdictional boundary.
3. Consult with staff and elected officials of adjoining jurisdictions to resolve issues of mutual concern.
4. Work with the Capital Regional District and member municipalities to jointly undertake a review of long term strategic needs in the Capital Region, as required."

2) Appendix "A" of Bylaw No. 8940, being the "Official Community Plan Bylaw, 2008" is hereby further amended as follows:

(a) By deleting section 3.5 and replacing it with the following:

"The Capital Regional District adopted its Regional Growth Strategy (RGS) in 2018. The RGS was developed to guide decisions on growth, change, and development within the regional district to promote socially, economically, and environmentally healthy human settlement that makes efficient use of public facilities and services, land, and other resources. Ten objectives were identified to assist Saanich and other local governments in the region in making day-to-day decisions that are sustainable and work towards maintaining and improving the quality of life for citizens. As part of the RGS implementation, member municipalities are required to prepare a regional context statement that indicates how each Official Community Plan conforms with the Strategy (see Section 7.3 of this document for the formal context statement required under the "Local Government Act")";

(b) In section 4.2.1, by deleting Policy 1 and replacing it with the following:

"Support and implement the ten strategic objectives of the Regional Growth Strategy, namely: keep urban settlement compact; protect the integrity of rural communities; protect, conserve and manage ecosystem health; manage regional infrastructure services sustainably; create safe and complete communities; improve housing affordability; improve multi-modal connectivity and mobility; realize the region's economic potential; foster a resilient food and agriculture system; and, significantly reduce community-based greenhouse gas emissions.";

(c) In section 4.2.10, by deleting Policy 14 and replacing it with the following:

"Consider major extension of sewer service, beyond designated official community plan limits at the date of the adoption of the Regional Growth Strategy bylaw (March 14, 2018), only as part of a comprehensive review of the Regional Growth Strategy.";

(d) In section 4.2.10, by deleting Policy 26 and replacing it with the following:

"Consider major extension of water service, beyond designated official community plan limits at the date of the adoption of the Regional Growth Strategy bylaw (March 14, 2018), only as part of a comprehensive review of the Regional Growth Strategy."

3) This Bylaw may be cited for all purposes as the **"OFFICIAL COMMUNITY PLAN BYLAW, 2008, AMENDMENT BYLAW, 2019, NO. 9601"**.

Read a first time this 9th day of December, 2019.

Accepted by resolution of the Board of the Capital Regional District on the ____ day of _____, 2019.

Public Hearing held at the Municipal Hall on the ____ day of _____, 2020.

Read a second time this ____ day of _____, 2020.

Read a third time this ____ day of _____, 2020.

Adopted by Council, signed by the Mayor and Clerk and sealed with the Seal of the Corporation on the ____ day of _____, 2020.

_____ Municipal Clerk

_____ Mayor

I hereby certify this to be a true and correct copy of "Official Community Plan Bylaw, 2008, Amendment Bylaw, 2019, No. 9601" as having received first reading by Council on December 9, 2019.

_____
Angila Bains, Municipal Clerk
December 12, 2019

2160-20 Regional Growth Strategy

The Corporation of the District of Saanich

Report

C 9 Dec 2019

To: **Mayor and Council**

From: **Sharon Hvozdanski, Director of Planning**

Date: **November 28, 2019**

RECEIVED
NOV 2 5 2019
LEGISLATIVE DIVISION
DISTRICT OF SAANICH

Subject: **Updated Regional Context Statement – Official Community Plan Amendment Bylaw No. 9601**
File: 2160-20 • Regional Growth Strategy

RECOMMENDATION

That Council:

1. Give First Reading to Official Community Plan Amendment Bylaw No. 9601 to amend the Regional Context Statement and related references in the Official Community Plan document (Attachment A).

2. Direct staff to refer Bylaw No. 9601 to the Capital Regional District for consideration by the Regional Board.

PURPOSE

The purpose of this report is to:

- Present to Council a summary of referral feedback on the Draft updated Regional Context Statement;
- Present to Council the proposed Official Community Plan, 2008, Amendment Bylaw No. 9601 that updates the Regional Context Statement and related references to align with the recently updated Capital Regional District (CRD) Regional Growth Strategy; and
- Seek Council direction on First Reading of proposed Official Community Plan Amendment Bylaw and referral to the CRD Board.

DISCUSSION

Background

The adoption of an updated Capital Regional District (CRD) Regional Growth Strategy on March 14, 2018, initiated a requirement for each member municipality to update their Official Community Plan to have an updated regional context statement. As per the "Local Government

Act", this updated regional context statement is required to be submitted to the CRD Board by March 14, 2020.

At the November 4, 2019 Council meeting, a proposed Regional Context Statement was presented to Council (staff report included as Attachment C). At that meeting Council endorsed the following:

"That Council:

1. "Endorse the updated Regional Context Statement,

2. Direct staff to refer the updated Regional Context Statement to the Capital Regional District staff, City of Victoria, Township of Esquimalt, Town of View Royal, District of Oak Bay, District of Central Saanich, District of Highlands, Songhees First Nation, Esquimalt First Nation, W̱JOŁEŁP (Tsartlip) First Nation, BOḰEĆEN (Pauquachin) First Nation, SṮÁUTW̱ (Tsawout) First Nation, W̱SIḴEM (Tseycum) First Nation, MÁLEXEŁ (Malahat) First Nation, School District 61 and School District 63.

3. Direct staff to report back to Council on feedback received through the referral process, prior to the preparation of the required Official Community Plan Amendment Bylaw, and formal referral to the CRD Board."

Consultation Feedback
With respect to referrals, staff mailed copies of the updated Regional Context Statement and supporting staff report to the Capital Regional District staff, City of Victoria, Township of Esquimalt, Town of View Royal, District of Oak Bay, District of Central Saanich, District of Highlands, Songhees First Nation, Esquimalt First Nation, W̱JOŁEŁP (Tsartlip) First Nation, BOḰEĆEN (Pauquachin) First Nation, SṮÁUTW̱ (Tsawout) First Nation, W̱SIḴEM (Tseycum) First Nation, MÁLEXEŁ (Malahat) First Nation, School District 61 and School District 63. Three responses were received through the consultation process. The District of Central Saanich, City of Victoria and District of Highlands identified that the proposed Regional Context Statement does not affect their interests (feedback received included in Attachment B).

Process for Updating the Regional Context Statement
An update of the Regional Context Statement is achieved through an amendment to the Official Community Plan, in accordance with Provincial legislation. The process for updating the Regional Context Statement is as follows:

Step 1: Complete	The updated Regional Context Statement referred to the noted regional stakeholders (see above) for comment.
Step 2:	Referral feedback presented to Council as part of a staff report.
Step 3:	Staff prepare the Amendment Bylaw which would result in an updated Regional Context Statement being added to the Official Community Plan. Council considers this Bylaw and gives First Reading.

Step 4: Refer the Amendment Bylaw to the CRD Board for review. When a municipality submits its updated regional context statement to a regional board, the Board has up to 120 days to indicate whether or not it accepts the regional context statement. If it rejects the regional context statement, the board must identify what provisions it objects to and the reasons for its objection.

Step 5: Following CRD Board approval of Saanich's Regional Context Statement, Saanich Council holds a required public hearing. Assuming Council continues to support the Regional Context Statement after public hearing feedback, Second Reading, Third Reading and Adoption of the Official Community Plan Amendment Bylaw would follow.

Step 1 of the process was completed at the November 4, 2019 Council meeting. As the consultation process resulted in no opposition to the draft Regional Context Statement, both steps 2 and 3 are addressed in this report and Official Community Plan Amendment Bylaw No. 9601 can now proceed to First Reading and referral to the CRD Board.

ALTERNATIVES

1. That Council approve the recommendations as outlined in the staff report.

2. That Council provide alternate direction on additional work or changes they would like staff to undertake.

FINANCIAL IMPLICATIONS

The proposal has no immediate implications related to the District of Saanich Financial Plan.

STRATEGIC PLAN IMPLICATIONS

The proposal has no implications related to the District of Saanich 2019 - 2023 Strategic Plan.

Prepared by:

Nadine Kawata

Planner

Reviewed by:

Cameron Scott

Manager of Community Planning

Approved by:

Sharon Hvozdanski

Director of Planning

NK/jsp

Attachments: Attachment A: Official Community Plan Amendment Bylaw No. 9601
Attachment B: Consultation Feedback
Attachment C: Staff Report, dated October 24, 2019

ADMINISTRATOR'S COMMENTS:

I endorse the recommendation from the Director of Planning.

Paul Thorkelsson, Administrator

Attachment A

THE CORPORATION OF THE DISTRICT OF SAANICH

BYLAW NO. 9601

TO AMEND BYLAW NO. 8940,
BEING THE "OFFICIAL COMMUNITY PLAN BYLAW, 2008"

The Municipal Council of The Corporation of the District of Saanich enacts as follows:

1) Appendix "A" of Bylaw No. 8940, being the "Official Community Plan Bylaw, 2008" is hereby amended by deleting section 7.3, Regional Context, in its entirety, and replacing it with the following:

"**7.3 Regional Context Statement**
As a one of the core municipalities within the Capital Regional District (CRD), Saanich works collaboratively with 12 member municipalities and an electoral area to achieve regional objectives. The Regional Growth Strategy (RGS), adopted by the CRD Board in March 2018, provides a framework to achieve a regional vision for growth and change that enhances quality of life, sustainability and social well-being.

The RGS framework specifies ten interconnected objectives supported by principles, policies and 2038 targets to achieve regional sustainability:

1. Keep urban settlement compact;
2. Protect the integrity of rural communities;
3. Protect, conserve and manage ecosystem health;
4. Manage regional infrastructure services sustainably;
5. Create safe and complete communities;
6. Improve housing affordability;
7. Improve multi-modal connectivity and mobility;
8. Realize the region's economic potential;
9. Foster a resilient food and agriculture system; and
10. Significantly reduce community-based greenhouse gas emissions.

As required under Sections 446 and 447 of the "Local Government Act", CRD member municipalities collectively support the RGS by preparing regional context statements identifying the relationship between the OCP and RGS. The following demonstrates how the Saanich OCP aligns with and achieves the objectives of the RGS.

Objective 1: Keep Urban Settlement Compact

The land use characteristics and development patterns in Saanich are largely influenced by its central location in the region and its unique context with both urban neighbourhoods and rural agriculture lands (see Map 4). Within this context, Saanich plays as an important role in the Capital Regional District as the municipality with the highest population and the largest area.
Saanich has adopted growth management policies and strategies in the OCP aimed at limiting urban sprawl while creating opportunities to develop more complete, compact and sustainable communities with access to a range of housing choices, close to employment, amenities and services. The OCP supports concentrating growth within the

Urban Containment Boundary as a principal tool of growth management which contributes to the RGS target of accommodating 95% of new dwelling units within the Containment Area by 2038 (see Section 4.2.1).

Furthermore, the majority of future growth is focused on walkable, mixed use "Centres" and "Villages" with opportunities for new multiple family residential, commercial, institutional and civic development (see Section 4.2.3 and Map 4). While the majority of future growth in Saanich is focused in "Centres" and "Villages," residential infill in established neighbourhoods within the Urban Containment Boundary will continue to take place on a limited scale to increase housing options for residents. The OCP contains infill development polices supporting secondary suites, duplexes, multi -family residential and mixed use development (see Sections 4.2.4 and 5.1.2).

Saanich's growth management and sustainability policies focus the majority of new development both inside the Urban Containment Boundary and within "Centres", "Villages" and corridors defined in the OCP, and through formal planning processes such as the Shelbourne Valley Action Plan. Given we are a well-established community with a strong commitment to sustainability, growth for the most part will come from redevelopment and infill. The OCP population projections, described in Section 3.3, reflect estimates from the previous RGS (2003). Although projections in the current RGS (2018) have been updated, population growth remains consistent with an anticipated 0.5% annual population growth rate for Saanich. As a result, existing OCP projections generally align with the current RGS sub-regional core area population projections.

	Population: 2011	Population Projection: 2038	Population Change: Total	Population Change: Percentage
Saanich	112,100	128,600	16,500	14.7%
CRD	346,900	441,800	94,900	27.4%

Source: Adapted from 2018 CRD Regional Growth Strategy, Table 1

Objective 2: Protect the Integrity of Rural Communities

Rural Saanich is valued for its natural beauty, diverse environments, high biological diversity, agriculture, forested lands and rural lifestyle. Policies and environmental protection measures in the OCP help retain the character of rural communities, maintain the health of its natural systems and demonstrates Saanich's commitment to the preservation and strengthening of rural areas. Future development is expected to be consistent with the rural scale and character, contributing to the RGS goal to limit new dwelling units to a maximum of 5% outside of the Urban Containment Policy Area and within the Rural/Rural Residential Policy Area (see Section 4.2).

Containing and concentrating growth within the Urban Containment Boundary is key to better protection and retention of rural, agriculture and environmentally significant lands. Furthermore, limiting urban sprawl and the extent of rural development and subdivision is achieved through policies to maintain farming, food production and rural residential as predominate land uses. Large lot sizes are appropriate for these land uses. Most of the parcels are designated A-1 and A-4 Rural Zones which require a minimum lot size 2.0 and 4.0 hectares, respectfully, which is reinforced through policy in the OCP (see Sections 4.2.5 and 5.1.1). The OCP also aims to minimize conflicts between rural and urban uses through the clear delineation of land uses and buffering rural and agricultural lands from adjacent urban residential development as part of redevelopment and

subdivision proposals, where appropriate (see Section 5.1.1).

Infrastructure services in rural areas includes on-site services which is in keeping with the rural character and helps limit development to the scale, form and density consistent with the intent of the rural land use designations (see Section 4.2.10). The OCP also limits consideration for a Sewer Service Area extension outside the Urban Containment Boundary, only as a means to resolve current health problems if no reasonable alternative is feasible or for public facilities or parks, where there would be significant community benefit.

Objective 3: Protect, Conserve and Manage Ecosystem Health

The RGS aims to protect the landscape character, ecological integrity, and biodiversity of the Capital Region. Saanich's OCP reinforces the RGS by emphasizing the importance of preserving, protecting and managing its diverse natural environment and ecosystems for the well-being of the community and the region. Saanich's natural environment is comprised of designated environmentally sensitive areas, urban forests, watersheds, water courses, floodplains, parks, open space and trails (see Maps 1, 2, 3, 9 and 10). Regionally significant parks, identified in the RGS as Capital Green Lands, represent a diverse range of recreation and natural areas and include Mount Douglas Park, Swan Lake Christmas Hill Nature Sanctuary, Rithet's Bog Conservation Area, Elk/Beaver Lake Regional Parks and Francis King Regional Park. Additional regionally significant parks are found throughout the municipality in both urban and rural areas (see Map 9).

Saanich's OCP supports polices related to protecting and restoring habitat and ecosystems; connecting environmentally sensitive areas and green spaces with "greenways"; promoting conservation of existing and additional tree cover; requiring restoration plans as a result of disturbance; and, prioritizing condition assessments for streams, riparian and wetland areas (see Section 4.1.2).

Ongoing stewardship is seen as a foundational and fundamental tool for preserving and enhancing Saanich's natural heritage. Policies encourage habitat creation and biodiversity improvements, focus on principles of Naturescaping and landscaping that utilizes native species and climate resistant plants on both public and private public lands. Policies in the OCP recognize the importance of partnerships with CRD, local and senior governments and other stakeholders to promote stewardship of our watercourses, groundwater and marine environments, and education initiatives (see Section 4.1.2). Through partnerships to improve source control and reduce contamination entering our watercourse and marine environment as well as policies that support an integrated planning approach to restoration of and management of watercourses, surface water, drainage and groundwater, the OCP supports the RGS objective to protect, conserve and manage ecosystem health.

Through comprehensive environmental protection policies and implementation tools that inform land use decision such as the Environmentally Significant Areas Atlas and the Urban Forest Strategy, Saanich is equipped to maintain the integrity of the natural environment. Development Permit Area (DPA) Guidelines (see Section 7.1 and Map 5), an implementation strategy introduced in the OCP for evaluating new development, can provide guidance on land use issues in and around sensitive ecosystems and within hazard areas such as flood plains and areas susceptible to wildfires. DPAs can provide guidance on conservation of water and energy, improvements to storm water management, and reduction of greenhouse gas emissions. In particular, the Streamside

and Floodplain DPAs are significant contributors to addressing protection of environmentally sensitive landscapes during development and support the RGS target to reduce contaminants in water bodies. Within rural Saanich, environmentally sensitive areas and green spaces are better protected by focusing growth within the Urban Containment Boundary.

Objective 4: Manage Regional Infrastructure Services Sustainably

In order to accommodate the anticipated population increase in the region, the RGS supports long-term sustainable planning and management of regional infrastructure services that take into consideration the conservation of land, water and energy resources and the impacts of climate change and natural hazards. Regional infrastructure services include drinking water, liquid and solid waste while services in Saanich supplement this infrastructure with collection and distribution systems.

Policies throughout the OCP (see Section 4.2.10) support the RGS target of preparing long-term capital plans for CRD utilities that are cost-effective and efficient to serve. Saanich growth management strategies promote efficient and cost effective infrastructure planning and management through compact land use patterns, concentrating growth in "Centres", "Villages" and designated corridors. This allows investments to be directed towards maintenance and improvements to existing infrastructure, rather than on new infrastructure. This is also supported through policies in the Public Infrastructure Section (see Section 4.2.10) that restrict major infrastructure extensions.

Buildings themselves also have a profound effect on the environment and health, as they consume large quantities of energy, water, and materials, and emit significant levels of greenhouse gases and generate other waste. These impacts can be significantly reduced by encouraging sustainable green building and sustainable servicing practices. For example, the OCP includes detailed policies and implementation tools for future development, requiring building and site design to reduce impervious surfaces and incorporate features that will encourage ground water recharge through methods such as green roofs, vegetated swales and pervious paving material are administered through the development review process (see Section 4.2.1).

Other policies contribute to sustainable infrastructure by: 1) encouraging reduced consumption of non-renewable resources; and 2) by supporting CRD initiatives to reduce solid waste and develop efficient and environmentally acceptable long-term waste disposal solutions, working towards Zero Waste generation (see Section 4.2.10).

Within rural areas, OCP policies (see Section 4.2.10) emphasize low impact and low density development approaches that help conserve environmentally significant lands and reduce public infrastructure needs with requirements for on-site services. The OCP limits consideration for a Sewer Service Area extension outside the Urban Containment Boundary, only as a means to resolve current health problems if no reasonable alternative is feasible or, for public facilities or parks, where there would be a significant community benefit. The OCP also limits consideration of water extensions outside the Urban Containment Boundary to those that are in keeping with RGS principles and that address pressing public health and environmental concerns, provide fire suppression, or service agriculture. Additionally, the OCP supports opportunities to improve water quality and enhance environmental features through retaining open-channel stormwater drainage system comprising of watercourses, ditches, flood plains and other water

retention and detention.

Objective 5: Create Safe and Complete Communities

The OCP emphasizes the importance of building complete communities with access to a diverse range of housing types and tenure, employment options, shops, services, community amenities, and public open spaces (see Chapters 4.2 and 5.2). An important element in the development of complete communities is to provide mobility options that support walking, cycling and transit, and foster healthy lifestyles and safe neighbourhoods.

A key tool to creating complete communities is to focus future growth in mixed use "Centres" and "Villages" within the Urban Containment Boundary. Through the integration of transportation planning, land use and urban design, "Centres" and "Villages" of various scales and levels of completeness help to establish vibrant places to live, work, and enjoy (see Section 4.2.3 and Map 4).

Another important contributor to creating complete communities is maintaining the unique character in these "Centres" and "Villages" which is largely achieved through Local Area Plans. Local Area Plans provide a policy framework to implement the vision of the OCP and guide growth and change for neighbourhoods (see Sections 3.4, 4.2.2 and 4.2.3). Policies in these plans help retain neighborhood character and a sense of place. OCP policies further support developing a sense of place through promoting community connections and social interactions within safe, diverse and inclusive communities (see Section 5.1.4).

Development Permit Guidelines contribute to the development of complete communities by providing direction on how to design buildings and developments that are sensitive to the existing character of an area and add to the community through improved streetscapes, pedestrian mobility, and quality open spaces. In addition, Development Permit Guidelines can minimize risk and provide guidance on land use issues in and around sensitive ecosystems, and within hazard areas such as flood plains and areas susceptible to wildfires (see Sections 3.4 and 4.2.2, and Map 5).

Additional policies in the OCP address public safety through building community awareness and taking action. Supporting public education on emergency and disaster preparedness, the development of transportation safety infrastructure, and the implementation of crime and fire prevention programs are some examples of the means by which the OCP works to improve public safety.

The RGS directs municipalities to identify the number of people living in complete communities. Although Saanich's OCP does not address this target specifically, consideration for this target will be detailed as part of a future comprehensive update of the OCP. This approach is based on the Local Government Act's provision for a regional context statement to specify how the OCP is to be made consistent with the RGS over time.

Objective 6: Improve Housing Affordability

A variety of affordable housing policies (see Section 5.1.2) in the OCP seek to address the RGS targets to increase the supply of more affordable housing; reduce the number of people in core housing need; and, reduce the number of people who are homeless.

The OCP recognizes there is a significant need in the community to increase affordable housing in order to improve quality of life, community health, and support the economy. Policies in the OCP aimed to increase the diversity of housing by type and tenure, helps to ensures residents have access to housing suitable and desirable to their life stage and income (see Section 4.2.4). Development in "Centres" and "Villages" allows for the greatest opportunity for increasing affordable housing based on policies that support compact growth with an expanded range of housing types and tenure to meet the needs of individuals of all ages, incomes and abilities; a good range of jobs; easy access to stores and services to meet daily needs; and transportation options to get to, from and around the neighbourhood (see Sections 4.2.3 and 4.2.9).

Introduced in the OCP and subsequently implemented for most of the urban areas of the District, secondary suites contribute to improving access to affordable rental housing (see Section 5.1.2). Detached secondary dwellings, or Garden Suites, are another rental opportunity being explored. For higher density development proposals, the OCP encourages mitigating or limiting the loss of existing rental housing stock through retaining and securing rental units with housing agreements. In addition, the OCP encourage exploring options for gaining affordable housing units through the development process.

The District of Saanich works with partners from the Capital Regional Housing Corporation, BC Housing, the Federal Government, non-profits, and agencies to support the construction of social housing projects within Saanich. The OCP supports the Regional Housing Affordability Strategy and the Regional Housing Trust Fund. An implementation strategy that is supported by OCP policies is the Saanich's Affordable Housing Fund which is funded by community contributions by developers through the rezoning process and contributes to the development of not-for-profit housing projects in Saanich.

The plan also contains policies that provide direction for Saanich to work with the CRD and other stakeholders to address both immediate and long-term homelessness issues through the provision of sufficient "shelter housing", "transitional housing", and "permanent supportive housing" in the region and through developing and implementing early intervention strategies.

Objective 7: Improve Multi-Modal Connectivity and Mobility

The RGS supports the development of a balanced and sustainable transportation system providing residents with reasonable and affordable transportation choices that enhance the overall regional quality of life through more effective, connected, sustainable and multi-modal transportation systems. From a regional perspective, the OCP recognizes the importance of working with the CRD and member municipalities to develop a regional transportation plan which outlines priorities for a regional multi-modal network.

Increasing population growth in Saanich and throughout the CRD will continue to place increasing pressure on Saanich's transportation system. OCP policies seek to support a

multi-modal transportation and mobility network for the community that will help create safe, convenient, effective and sustainable mobility choices to move around the community (see Section 4.2.9 and Maps 12-15). Transportation and mobility networks that encourage and promote a range of active travel choices, such as walking and cycling, present opportunities for significant quality of life, health, safety and economic benefits.

Land use and development patterns play a profound role in shaping how sustainable, convenient, safe and attractive active transportation is. Integrating well-designed land use and transportation systems can positively affect several factors that relate to establishing more sustainable communities with people who drives less to meet their daily needs, participate more in cost-effective and active ways of moving around the community, and actively engage in social connections. Focusing growth around well designed "Centres" and "Villages" and along corridors defined through formal land use planning processes, is another important contributor to making active mobility more viable (see Section 4.2.3).

The many actions taken by the District to promote multi-modal connectivity are backed by strong policies in the OCP (see Section 4.2.9). Saanich's Active Transportation Plan is an implementation strategy that establishes a vision, goals and targets to improve active transportation and to ensure that walking and cycling are accessible, comfortable, and convenient transportation choices for people of all ages and abilities. Targets set in this OCP are generally consistent with the RGS target to achieve a transportation system that would see 42% of all trips made by walking, cycling, and transit by 2038.

Objective 8: Realize the Region's Economic Potential

As the population grows in the region, realizing diverse and economic opportunities to improve the region's economic potential is vital to achieving a sustainable economy (see Sections 6.1 and 6.2). Comprehensive economic development policies integrated throughout the OCP, support a balanced economy by encouraging a broad range of commercial, service, research, high tech and industrial uses and contribute to achieving the RGS target of 0.6 for the jobs to population ratio within the Core Subregion.

Policies in the OCP support focusing the majority of employment growth and mixed-use development in "Centres", "Villages" and designate corridors that prioritizes access to active mobility options, promotes improved access to jobs and services close to home, creates a network of vibrant, livable communities connected by an efficient transportation system (See Sections 4.2.3 and 4.2.9).

Protecting the region's industrial land supply is imperative to accommodate the growing economy and employment. Industrial lands are required to support a prosperous and growing regional economy and workforce. People and businesses depend on local industrial services, such as production, distribution and repair. Industrial areas are protected and supported by OCP policies to accommodate the growing economy and employment. In addition, policies encourages improved utilization and intensification of industrial areas for industrial activities and ensure that the zoning and regulatory controls respecting industrial areas continue to encourage and support their economic viability.

Other major employment areas provide opportunities for increasing jobs and the economy. The OCP supports providing opportunities to new advanced technology and knowledge-based businesses by supporting expansion of Vancouver Island Technology

Park, and research related activities at the University of Victoria, Camosun College, Royal Roads campuses.

Within rural areas, policies encourage market diversification of agriculture by supporting specialty agri-tourism businesses on commercial farms, which are in keeping with the scale and character of rural Saanich.

	Employment: 2011	Employment Projection: 2038
Saanich	112,100	128,600
CRD - Core	141,900	164,900
CRD - Total	183,700	232,500

Source: Adapted from 2018 CRD Regional Growth Strategy, Table 1

Objective 9: Foster a Resilient Food and Agriculture System

Saanich has a long history of farming and retains a significant amount of agriculture and arable land within its rural lands. Applying to agriculture land in both rural and urban areas, Agriculture and food security policies in the OCP (see Section 5.1.1), recognize agriculture as a significant contributor to the region's landscape, identity and economy.

Key tools that have assisted in protecting agricultural land for current and future generations in rural Saanich are the Agricultural Land Reserve (ALR), the Urban Containment Boundary and the Sewer Service Area. Established by the Agriculture Land Commission, ALR designated land helps to preserve agricultural value and encourage farming (see Sections 4.2.5 and 5.1.1). Focusing future growth in compact, complete and sustainable urban "Centres" and "Villages", helps to limit urban sprawl, protect agricultural land from the pressure of urban development, and support the protection of the Renewable Resource Lands Policy Areas (see Section 4.2.3).

Land use regulations and education can help protect agricultural land and increase awareness and understanding of farm operation requirements for those living adjacent or near farms while managing potential conflict between farm operations and neighbouring land owners. The OCP supports buffering rural and agricultural lands from adjacent urban residential development as part of redevelopment and subdivision proposals, where appropriate (see Section 5.1.1). In addition, partnerships with surrounding municipalities, the CRD, non-profit organizations, and community groups, have been and will continue to be vital in enhancing agriculture and food security in Saanich and the region.

The following OCP policies for rural areas (see Section 5.1.1), directly contributing to increasing the amount of land in crop production for food by 5,000 ha by 2038, an RGS target for municipalities: 1) supporting efforts of farm operators and other agencies to enhance farmland and increase crop yield, by improving water supply and undertaking drainage improvements and improving soil capabilities, while considering environmental impact; and 2) supporting the development and operation of specialty crop farms to diversify farm production, increase economic development, increase local food production, and improve farm income.

In addition, opportunities for increasing food production in urban neighbourhoods is supported in the OCP (see Section 4.2.8). Support local sustainable agriculture by promoting urban farming initiatives that makes use of private and public green spaces to produce an inexpensive, safe, and nutritious food supply. For example, the parks and

opens space policies, consider opportunities to incorporate food producing community gardens into parks and other public open spaces, where appropriate. Community gardens on private or public land, can contribute to neighbourhood renewal and stability, strengthen community bonds, provide food, and create recreational and therapeutic opportunities.

An implementation strategy supported by OCP policies is the Agriculture & Food Security Plan which provides a coordinated approach for supporting agriculture and improving food security in Saanich.

Objective 10: Significantly Reduce Community-Based Greenhouse Gas Emissions

Comprehensive policies integrated throughout the OCP, address strategies to protect our community, improve our quality of life, support a diverse economy, and reduce local and global risks associated with a changing climate. The RGS emphasizes the importance of reducing community greenhouse gas (GHG) emissions to address the effects of a changing climate. OCP policies that reinforce the RGS target, focus on addressing both mitigation, reducing our GHG emissions, and adaptation, preparing for a changing climate, in the District's operations and the wider Saanich community. Supporting OCP policies that encourage a reducing GHG emissions include: reducing impacts from public and private buildings through green building design, energy efficiency technologies, renewable energy sources and efficient energy distribution systems; creating compact and complete communities within urban areas that encourage alternative transportation options that lead to reduced vehicle emissions; and, protecting and managing the natural environment, environmentally sensitive areas, urban forests, and aquatic habitat (see Sections 4.1.2, 4.2.1 - 4.2.4, and 4.2.9).

The RGS set targets to reduce Community Green House Gas Emissions by 33% (from 2007 levels) by 2020, and by 61% by 2038. Saanich has committed to reducing our community's greenhouse gas emissions with OCP target that align with the 2020 target (see Section 4.1.1). One of the key implementation strategies, an updated Climate Action Plan, seeks to implement more accelerated targets including:

- reduce community-wide greenhouse gas (GHG) emissions by 50% of 2007 levels by 2030;
- achieve net-zero GHG emissions by 2050;
- become a 100% renewable energy community by 2050; and
- prepare for a changing climate.

These new comprehensive targets will be implemented through prioritized actions established in the upcoming Climate Action Plan.

Policies

1. Manage population growth, land use, density, development policies, environmental protection, transportation, and infrastructure in Saanich within the context of the Regional Growth Strategy.
2. Negotiate, where necessary, bilateral agreements regarding buffering and land use transition where the Regional Urban Containment and Servicing boundary coincides with a municipal jurisdictional boundary.
3. Consult with staff and elected officials of adjoining jurisdictions to resolve issues of mutual concern.
4. Work with the Capital Regional District and member municipalities to jointly undertake a review of long term strategic needs in the Capital Region, as required."

2) Appendix "A" of Bylaw No. 8940, being the "Official Community Plan Bylaw, 2008" is hereby further amended as follows:

(a) By deleting section 3.5 and replacing it with the following:

"The Capital Regional District adopted its Regional Growth Strategy (RGS) in 2018. The RGS was developed to guide decisions on growth, change, and development within the regional district to promote socially, economically, and environmentally healthy human settlement that makes efficient use of public facilities and services, land, and other resources. Ten objectives were identified to assist Saanich and other local governments in the region in making day-to-day decisions that are sustainable and work towards maintaining and improving the quality of life for citizens. As part of the RGS implementation, member municipalities are required to prepare a regional context statement that indicates how each Official Community Plan conforms with the Strategy (see Section 7.3 of this document for the formal context statement required under the "Local Government Act")";

(b) In section 4.2.1, by deleting Policy 1 and replacing it with the following:

"Support and implement the ten strategic objectives of the Regional Growth Strategy, namely: keep urban settlement compact; protect the integrity of rural communities; protect, conserve and manage ecosystem health; manage regional infrastructure services sustainably; create safe and complete communities; improve housing affordability; improve multi-modal connectivity and mobility; realize the region's economic potential; foster a resilient food and agriculture system; and, significantly reduce community-based greenhouse gas emissions.";

(c) In section 4.2.10, by deleting Policy 14 and replacing it with the following:

"Consider major extension of sewer service, beyond designated official community plan limits at the date of the adoption of the Regional Growth Strategy bylaw (March 14, 2018), only as part of a comprehensive review of the Regional Growth Strategy.";

(d) In section 4.2.10, by deleting Policy 26 and replacing it with the following:

"Consider major extension of water service, beyond designated official community plan limits at the date of the adoption of the Regional Growth Strategy bylaw (March 14, 2018), only as part of a comprehensive review of the Regional Growth Strategy."

3) This Bylaw may be cited for all purposes as the **"OFFICIAL COMMUNITY PLAN BYLAW, 2008, AMENDMENT BYLAW, 2019, NO. 9601"**.

Read a first time this ____ day of _____, 2019.

Accepted by resolution of the Board of the Capital Regional District on the ____ day of _____, 2019.

Public Hearing held at the Municipal Hall on the ____ day of _____, 2020.

Read a second time this ____ day of _____, 2020.

Read a third time this ____ day of _____, 2020.

Adopted by Council, signed by the Mayor and Clerk and sealed with the Seal of the Corporation on the ____ day of _____, 2020.

_____ Municipal Clerk

_____ Mayor

Attachment B

1) Response from District of Central Saanich

From: Ivo Van der Kamp <Ivo.VanderKamp@csaanich.ca>
To: Nadine Kawata <Nadine.Kawata@saanich.ca>
CC: Cameron Scott <Cameron.Scott@saanich.ca>, Jarret Matanowitsch <Jarret.Matanowitsch@csaanich.ca>
Date: 11/21/2019
Subject: RE: District of Saanich - Draft Regional Context Statement Referral

Hi Nadine,

Thank you for your referral on the District of Saanich Regional Context Statement, your file 2160-20.

We have reviewed the information attached to your email dated November 8th, 2019 and have determined that with the proposed Regional Context Statement, District of Central Saanich interests are unaffected.

Please feel free to contact me should you have any questions.

Kind regards,
Ivo

Ivo van der Kamp, Planner
1903 Mount Newton Cross Road, Saanichton BC V8M 2A9
P 250.652.5789
centralsaanich.ca

2) Response from City of Victoria

From: Robert Batallas <RBatallas@victoria.ca>
To: Nadine Kawata <Nadine.Kawata@saanich.ca>, Cameron Scott <Cameron.Scott@saanich.ca>,
CC: Andrea Hudson <ahudson@victoria.ca>
Date: 11/28/2019
Subject: District of Saanich RCS - Formal Referral

Good afternoon Nadine, this email is to confirm that City of Victoria staff have received and reviewed the District of Saanich draft Regional Context Statement (File 2160-20). The draft Regional Context Statement appears to align and support the key objectives from the 2018 Regional Growth Strategy and does not impact the policy directions contained in the City of Victoria Official Community Plan.

If you have any questions please do not hesitate to contact me directly.

Sincerely

Robert Batallas, MCIP, RPP
Senior Planner
Sustainable Planning & Community Development
City of Victoria
1 Centennial Square, Victoria BC V8W 1P6

P: 250 361.0286

3) Response from District of Highlands

2160-20

DISTRICT OF
HIGHLANDS

File: 0400.60
November 21, 2019

District of Saanich
Community Planning
770 Vernon Avenue
Victoria, BC V8X 2W7

Attn: Nadine Kawata, Planner
Community Planning Division

Dear Ms. Kawata:

Re: District of Saanich – Regional Context Statement Referral

On Monday, November 18, 2019, Council of the District of Highlands passed the following motion regarding District of Saanich's regional context statement referral:

> *That Council directs staff to advise the District of Saanich that Highlands Council has no comments at this time in regards to the District of Saanich's draft regional context statement.*

Please contact the undersigned if you require additional information.

Yours truly,

Tina Neurauter
Corporate Officer

RECEIVED
NOV 26 2019
PLANNING DEPT.
DISTRICT OF SAANICH

1980 Millstream Road, Victoria, B C V8B 6H1
Tel: (250) 474-1773 Fax: (250) 474-3877 Web: www.highlands.ca

Attachment C

The Corporation of the District of Saanich

Report

C Nov 4 2019

RECEIVED
OCT 24 2019
LEGISLATIVE DIVISION
DISTRICT OF SAANICH

To: **Mayor and Council**

From: **Sharon Hvozdanski, Director of Planning**

Date: **October 24, 2019**

Subject: **Updated Regional Context Statement**
File: 2160-20 • Regional Growth Strategy

RECOMMENDATION

That Council:

1. Endorse the updated Regional Context Statement (Attachment A).

2. Direct staff to refer the updated Regional Context Statement to the Capital Regional District staff, City of Victoria, Township of Esquimalt, Town of View Royal, District of Oak Bay, District of Central Saanich, District of Highlands, Songhees First Nation, Esquimalt First Nation, W̱JOŁEŁP (Tsartlip) First Nation, BOḰEĆEN (Pauquachin) First Nation, STÁUTW̱ (Tsawout) First Nation, W̱SIḴEM (Tseycum) First Nation, MÁLEXEŁ (Malahat) First Nation, School District 61 and School District 63.

3. Direct staff to report back to Council on feedback received through the referral process, prior to the preparation of the required Official Community Plan Amendment Bylaw, and formal referral to the CRD Board.

PURPOSE

The purpose of this report is to:

- Present Council with an updated Regional Context Statement (Attachment A) that aligns with the recently updated CRD Regional Growth Strategy for its review and consideration;
- Outline the anticipated review and approval process for updating the Regional Context Statement; and
- Seek Council direction on stakeholder referrals.

DISCUSSION

Background

A process was recently undertaken to update the Capital Regional District (CRD) Regional Growth Strategy (RGS). The RGS is a collective framework and vision for the region that is intended 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.

This Regional Growth Strategy update process culminated in adoption of an updated Regional Growth Strategy on March 14, 2018. The adoption process included formal acceptance of the Regional Growth Strategy by all member municipalities in the CRD.

Regional Context Statement Legislative Requirements

As per the "Local Government Act" all municipalities are required to have a regional context statement that indicates how the local government's Official Community Plan (OCP) aligns with the applicable Regional Growth Strategy. The regional context statement must be approved by the board of the regional district, in this case the CRD Board.

When a Regional Growth Strategy is adopted or updated, each municipality has two years to submit a regional context statement to the regional board that aligns with the new strategy. In the case of CRD municipalities, the two year deadline to submit an updated regional context statement is March 14, 2020.

Process for Updating the Regional Context Statement

Assuming Council endorses the updated Regional Context Statement, with or without changes, the next steps would be as follows:

Step 1: The updated Regional Context Statement would be referred to the noted regional stakeholders (see recommendation number 2) for comment.

Step 2: The referral feedback would be presented to Council as part of a staff report. Council direction would be sought on what if any changes to the Regional Context Statement should be made.

Step 3: Based on Council direction from Step 2, staff would prepare the Amendment Bylaw which would result in an updated Regional Context Statement being added to the Official Community Plan. This Bylaw would be brought to a subsequent meeting of Council for consideration of First Reading.

Step 4: Assuming the Amendment Bylaw was given First Reading, the Bylaw would then be forwarded to the CRD Board for review. When a municipality submits its updated regional context statement to a regional board, the Board has up to 120 days to indicate whether or not it accepts the regional context statement. If it rejects the regional context statement, the board must identify what provisions it objects to and the reasons for its objection.

Step 5: Assuming the CRD Board approves Saanich's Regional Context Statement, Saanich Council would then be required to hold a public hearing. Assuming Council continues to support the Regional Context Statement after public Hearing feedback, Second Reading, Third Reading and Adoption of the Official Community Plan Amendment Bylaw would follow.

Saanich's Updated Regional Context Statement

To respond to the legislative requirements identified under Sections 446 and 447 of the "Local Government Act", a draft Regional Context Statement (Attachment A) has been prepared which indicates how Saanich's Official Community Plan aligns with the updated Regional Growth Strategy.

In general, there is strong alignment between the Regional Growth Strategy and Saanich's Official Community Plan and from a staff perspective, there are no concerns with misalignment of directions. Saanich staff have worked with CRD staff to prepare a Regional Context Statement that addresses Regional Growth Strategy objectives and meets legislative requirements.

The draft updated Regional Context Statement is organized based on the following Regional Growth Strategy objectives:

1. Keep urban settlement compact;
2. Protect the integrity of rural communities;
3. Protect, conserve and manage ecosystem health;
4. Manage regional infrastructure services sustainably;
5. Create safe and complete communities;
6. Improve housing affordability;
7. Improve multi-modal connectivity and mobility;
8. Realize the region's economic potential;
9. Foster a resilient food and agriculture system; and
10. Significantly reduce community-based greenhouse gas emissions.

The subject Regional Context Statement includes a description of how the Official Community Plan aligns with Regional Growth Strategy objectives, policies and targets.

The District's Regional Context Statement is located in Section 7.3 of the Official Community Plan. The amendments proposed in this report would replace that section in its entirety. It should be noted that references to the previous Regional Growth Strategy (2003) exist in other sections of the Official Community Plan (see Section 3.5 and Policies 4.2.1.1, 4.2.10.14, and 4.2.10.26) and would need to be updated. These minor housekeeping amendments would be included in the OCP Amendment Bylaw, and are outlined in Attachment B.

Consultation and Referrals

As the update of the Regional Context Statement is achieved through an amendment to the Official Community Plan, consultation requirements under section 475 of the "Local Government Act" would apply. The legislation states that the local government must consider whether consultation is required with one or more persons, organizations and authorities.

The Regional Growth Strategy itself was based on extensive consultation and collaboration between member municipalities, the public and key stakeholders. As noted above, Saanich's Official Community Plan aligns well with the updated Regional Growth Strategy.

With respect to referral of the updated Regional Context Statement, staff are recommending that Council refer the updated Regional Context Statement to neighbouring municipalities, School Districts and First Nation governments as well as the CRD staff for comment.

ALTERNATIVES

1. That Council approve the recommendations as outlined in the staff report.

2. That Council provide alternate direction to Staff.

   Should Council provide alternate direction to staff, staff would work to address changes. Should Council request revisions or further analysis related to the Regional Context Statement / Official Community Plan Amendment Bylaw, staff would make the changes and bring a revised report back to Council for consideration.

FINANCIAL IMPLICATIONS

The proposal has no immediate implications related to the District of Saanich Financial Plan.

STRATEGIC PLAN IMPLICATIONS

The proposal has no implications related to the District of Saanich 2015 - 2018 Strategic Plan.

PLANNING IMPLICATIONS

Policy

The following Saanich Planning Policies are most applicable to this item:

Official Community Plan (2008)

4.1.2.2. "Support the Regional Growth Strategy with respect to the preservation of: Regional Growth Strategy Capital Green Lands; Unprotected Green Space; Green and Blue Spaces; Farm and Agricultural Land Reserve lands; and Renewable Resource Lands Policy Areas."

4.2.1.2 "Support and implement the eight strategic initiatives of the Regional Growth Strategy, namely: Keep urban settlement compact; Protect the integrity of rural communities; Protect regional green and blue space; Manage natural resources and the environment sustainably; Build complete communities; Improve housing affordability; Increase transportation choice; and Strengthen the regional economy. "

4.2.1.3 "Maintain the Urban Containment Boundary as the principal tool for growth management in Saanich, and encourage all new development to locate within the Urban Containment Boundary."

4.2.3.1 "Focus new multiple family residential, commercial, institutional and civic development in Major and Neighbourhood "Centres", as indicated on Map 4."

4.2.9.1 "Use the Capital Regional District's Regional Growth Strategy as the basis for decision making on mobility issues."

4.2.10.1 "Consider the impacts of climate change on long-term infrastructure planning and regulation, by developing both adaptation strategies and carbon neutral plans."

Policy Analysis
The updated 2018 Regional Growth Strategy retains fundamental directions from the 2003 version, particularly as they relate to urban containment and growth management. This aligns well with Saanich's Official Community Plan, which contains strong policy to encourage all new development with the Urban Containment Boundary and concentrate future population and employment in designate "Centres", "Villages" and corridors. Additionally, the Official Community Plan's triple bottom line framework ensures the breadth of environmental, social and economic issues contained in the RGS are addressed and aligned.

The Regional Growth Strategy contains some new objectives and targets that are not comprehensively addressed in the Official Community Plan. However, the Official Community Plan policies and objectives are consistent with the general intent of updated Regional Growth Strategy directions. As permitted by the legislation, language has been included in the Regional Context Statement that indicates that future Official Community Plan updates will incorporate these updated objectives and targets.

CONCLUSION

The adoption of an updated Capital Regional District (CRD) Regional Growth Strategy on March 14, 2018, initiated a requirement for each member municipality to update their Official Community Plan to have an updated regional context statement. As per the "Local Government Act", this updated regional context statement is required to be submitted to the CRD Board by March 14, 2020.

A draft updated Regional Context Statement has been prepared for Council's consideration. The updated Regional Context Statement reflects the alignment between the Official Community Plan (OCP) and Regional Growth Strategy. Given the focus of Saanich's Official Community Plan on climate change, compact growth, urban containment and sustainability, there is strong alignment between the two documents. While there have been some changes to the Regional Growth Strategy, it remains fundamentally similar to the previous 2003 version.

Staff recommend that Council endorse the draft Regional Context Statement and refer it for comment to neighbouring municipalities, First Nation governments, the CRD staff and relevant School Districts.

Prepared by:

Nadine Kawata
Planner

Reviewed by:

Cameron Scott
Manager of Community Planning

Approved by:

Sharon Hvezdanski
Director of Planning

NK/jsp

Attachments: Attachment A: Draft Official Community Plan Regional Context Statement
Attachment B: Additional Draft Official Community Plan Amendments

ADMINISTRATOR'S COMMENTS:

I endorse the recommendation from the Director of Planning.

Paul Thorkelsson, Administrator

2160-20
Regional Growth Strategy

UPDATED REGIONAL CONTEXT STATEMENT – OFFICIAL COMMUNITY PLAN AMENDMENT BYLAW

Report of the Director of Planning dated November 28, 2019 recommending that Council give First Reading of "Official Community Plan Bylaw, 2008, Amendment Bylaw, 2019, No. 9601" to amend the Regional Context Statement and related references in the Official Community Plan document; and direct staff to refer Bylaw No. 9601 to the Capital Regional District for consideration by the Regional Board.

The Director of Planning stated:
- No requests for amendments to the document have been received.

MOVED by Councillor Taylor and Seconded by Councillor Chambers: "That Bylaw No. 9601 be introduced and read."

CARRIED

MOVED by Councillor Taylor and Seconded by Councillor Chambers: "That Council direct staff to refer Bylaw No. 9601 to the Capital Regional District for consideration by the Regional Board."

CARRIED

****

The Director of Planning exited the meeting at 9:28 p.m.

****

Table 1. Regional Context Statement Evaluation Framework

LGA	RCS Content	**Relationship to Legislative Requirement** For CRD Board consideration		
		All relevant content is included	Clearly articulates relevant content	Plan to be consistent over time
		✅	✅	N/A
429(2)(a)	Identify how the OCP relates to the RGS vision on p. 1 of the RGS.	Identifies relationship to vision and objectives. The RCS articulates specific topic areas from the RGS.	Identifies how the 10 strategic directions are implemented.	
		✅	✅	N/A
429(2)(b)	Identify how the OCP relates to the projections provided in Table 1 of the RGS.	RCS identifies a general alignment between the population projections and RGS projections.	The RCS elected to note only the population projections but aligns with RGS projections at the municipal and sub-regional level. Note the population projections are the basis for housing projections.	
		Managing and Balancing Growth (Objectives 1.1 & 1.2)		
		✅	✅	N/A
429(2)(c) and (d); 429(3)	Identify how the OCP relates to the RGS.	RCS reflects all relevant OCP content.	The District has lands within both the Urban Containment Boundary Policy Area and the Rural/Rural Residential Policy Area. Policies for nodal, compact development with an emphasis on provision of commercial services within walking, wheeling or cycling distance of residents align with RGS urban containment policy. Lands within the Renewable Resource Lands Policy Area will be protected through nodal development and maintaining rural areas and their natural systems.	

Relationship to Legislative Requirement
For CRD Board consideration

LGA	RCS Content	All relevant content is included	Clearly articulates relevant content	Plan to be consistent over time
	Environment and Infrastructure (Objective 2.1 & 2.2)			
		✓	✓	N/A
		RCS reflects all relevant policy areas, and OCP policies.	The RCS identifies policies that emphasize preservation, protection and management of the natural environment and ecosystems in alignment with the Capital Green Lands Policy Area identified on RGS Map 3a. Policies support habitat restoration, greenways and tree cover. The RCS identifies a focus on long term infrastructure plans to increase efficiency through higher density in strategic areas to ensure compact development and minimize need for new infrastructure.	
	Housing and Community (Objectives 3.1 & 3.2)			
		✓	✓	✓
		OCP policies meet the criteria for maintaining a complete community.	Mixed use centres and villages at different scales is the key policy approach that meets the criteria for a complete community. Policies specifically encourage a diverse range of housing by type and tenure. A secondary suites policy increase access to affordable rental units. Partnerships with senior governments increase support services and supports the RGS targets.	Will consider the target for number of people in complete communities in a future OCP review.

LGA	RCS Content	**Relationship to Legislative Requirement** For CRD Board consideration		
		All relevant content is included	Clearly articulates relevant content	Plan to be consistent over time
		Transportation (Objective 4.1)		
		✅	✅	N/A
		Content reflects the Regional Transportation Plan and multi modal transportation network.	Policies support a strong land use pattern and multi modal transportation using corridors with a mix of active transportation modes.	
		Economic Development (Objective 5.1)		
		✅	✅	N/A
		The RCS references OCP policies and summarizes the relationship between the OCP policies and RGS policies.	Policies support diverse economic opportunities in commercial, services, research, high tech and industrial areas. A specific focus is to preserve the industrial land base.	
		Food and Agricultural Systems (Objective 6.1)		
		✅	✅	N/A
		Policy citations are accurate.	Policies recognize agriculture as a significant contributor to the region's landscape and identity. Land preservation and land use regulations preserve agricultural lands, and supports buffering agricultural land from other uses. OCP policies support the implementation of the Saanich Agriculture & Food Security Plan.	

LGA	RCS Content	**Relationship to Legislative Requirement** For CRD Board consideration All relevant content is included	Clearly articulates relevant content	Plan to be consistent over time
		Climate Action (Objective 7.1)		
		✅	✅	N/A
		Content reflects policy citation, and policy relationships.	Policies support reducing community greenhouse gas emissions, reducing impacts from public and private buildings, energy efficient technologies, renewable energy sources, energy efficient systems, compact communities and active transportation modes. The OCP targets aligns with and contributes to the RGS target.	

Making a difference...together

REPORT TO PLANNING, TRANSPORTATION AND PROTECTIVE SERVICES COMMITTEE MEETING OF WEDNESDAY, JANUARY 15, 2020

SUBJECT **Victoria Regional Context Statement**

ISSUE SUMMARY

To review the City of Victoria regional context statement (RCS) in relation to the Capital Regional District's (CRD) Regional Growth Strategy (RGS) bylaw (Bylaw No. 4017).

BACKGROUND

On March 14, 2018 the CRD Board adopted the RGS, Bylaw No. 4017.

A RCS, adopted within a municipality's Official Community Plan (OCP), relates OCP provisions to the RGS. As per section 446 of the *Local Government Act* (the *Act*), an OCP in a municipality to which an RGS applies must include an accepted RCS. The *Act* requires that all municipal regional context statements be submitted to the Board within two years of RGS adoption. The *Act* also stipulates that upon receipt of a proposed RCS, the CRD Board must respond by resolution within 120 days to the municipal council to indicate whether or not it accepts the RCS. The Board is deemed to have accepted the RCS if it does not respond within the 120 day period.

On April 11, 2018, the CRD Board approved a framework to guide the evaluation of regional context statements.

On November 19, 2019, the City of Victoria submitted a RCS for Board acceptance (see Appendix A). The RCS was prepared to reflect the content of the 2012 Victoria OCP in relation to the 2018 RGS. The CRD Board has until March 18, 2020, to review and respond to the City of Victoria's RCS.

To date, Colwood, Esquimalt, Oak Bay, North Saanich, View Royal and Central Saanich's RCS have been accepted. Saanich and Highlands' RCSs are also being considered at this meeting. Should these RCSs be accepted, four RCSs will remain to be processed. Given that all municipalities must submit a revised RCS within two years of adoption of the RGS, the deadline to receive revised RCSs is March 14, 2020. The Board then has 120 days to review an RCS.

Regional and Strategic Planning staff have evaluated Victoria's RCS in accordance with the Board-approved "Regional Context Statement Framework". See Appendix B for a summary of the evaluation.

ALTERNATIVES

Alternative 1
The Planning, Transportation and Protective Services Committee recommends to the Capital Regional District Board:
That the City of Victoria regional context statement be considered in relation to the 2018 Regional Growth Strategy (Bylaw No. 4017) and be accepted in accordance with the requirements of section 448 of the *Local Government Act*.

Alternative 2
The Planning, Transportation and Protective Services Committee recommends to the Capital Regional District Board:
That the City of Victoria regional context statement be considered in relation to the 2018 Regional Growth Strategy (Bylaw No. 4017) and not be accepted in accordance with the requirements of section 448 of the *Local Government Act*.

Alternative 3
That the Victoria Regional Context Statement report be referred back to staff for additional information based on Committee direction.

IMPLICATIONS

Intergovernmental Implications
Board acceptance of the RCS is a key RGS implementation tool as the context statement relates the RGS to a municipality's OCP. The OCP provides policies that guide decisions related to land use, infrastructure, mobility, housing, parks and other content under the authority of a local government.

Process Implications
Victoria's RCS was submitted after third reading and adoption. The RCS framework, adopted by the Board on April 11, 2018, states that the RCS should be submitted after 1st reading. The framework timeline was created so that in the event that changes are requested by the CRD Board through its review process, those changes can be made before the public hearing. Any changes at this point would require another OCP bylaw update. Although the referral process does not align with the adopted framework, staff do not recommend any changes to the RCS and no additional process implications are anticipated.

Regional Growth Strategy Implications
Victoria's proposed RCS captures all relevant OCP content and clearly identifies how the OCP relates to the RGS vision, population projections and objectives for growth management, environment and infrastructure, housing and community, transportation, economic development, food systems and climate action as outlined in Appendix B. The RCS demonstrates a strong relationship to the RGS that will work toward achieving the RGS vision and objectives. Alternative 1 allows for OCP acceptance and RGS implementation.

The referral period for Board acceptance of a RCS is 120 days (March 18, 2020).

Alignment with Existing Plans & Strategies
The purpose of a RCS is to foster alignment between a new RGS and municipal OCPs. Practically speaking, it can take time to achieve alignment, especially in cases where RGS content changes. While provincial legislation requires that RCS's be updated within two years of a new RGS, it also acknowledges that, in some cases, there will not be perfect alignment within those two years. Section 447 of the *Local Government Act* provides an opportunity for an OCP that is not consistent with the RGS to indicate how the municipality intends to ensure consistency over time. Victoria has submitted a proposed RCS to fulfill its statutory obligation that the context statement be received by the CRD Board within two years of RGS adoption.

CONCLUSION

Provincial legislation requires that a municipal OCP contain an accepted RCS. Board acceptance of the RCS is a key tool for RGS implementation. Staff have reviewed Victoria's proposed RCS in accordance with the Board-approved evaluation framework. Victoria's RCS demonstrates a strong relationship to the RGS and will work toward achieving RGS vision and objectives.

RECOMMENDATION

The Planning, Transportation and Protective Services Committee recommends to the Capital Regional District Board:
That the City of Victoria regional context statement be considered in relation to the 2018 Regional Growth Strategy (Bylaw No. 4017) and be accepted in accordance with the requirements of section 448 of the *Local Government Act*.

Submitted by:	Emily Sinclair, MCIP, RPP, Senior Manager, Regional & Strategic Planning
Concurrence:	Kevin Lorette, P.Eng., MBA, General Manager, Planning & Protective Services
Concurrence:	Robert Lapham, MCIP, RPP, Chief Administrative Officer

ATTACHMENT(S)

Appendix A: Victoria Regional Context Statement Referral
Appendix B: Regional Context Statement Evaluation

Legislative and Regulatory Services Department

Legislative Services

#1 Centennial Square
Victoria
British Columbia
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November 19, 2019

Ms. Emily Sinclair
Senior Manager, Regional and Strategic Planning
Capital Regional District
625 Fisgard Street
Victoria, BC V8W 1R7

Re: Formal Referral of Victoria Official Community Plan – Regional Context Statement

Please find attached a copy of the proposed City of Victoria Official Community Plan Regional Context Statement that is being referred to the CRD Board for consideration and final acceptance as per the requirements of the Local Government Act. Official Community Plan Bylaw, 2012, Amendment Bylaw (No.34) No. 19-102 and the proposed Regional Context Statement were considered and approved by City Council following a public hearing on November 14, 2019.

It is our understanding that the CRD Board will consider a decision to accept or refuse the proposed Regional Context Statement within 120 days of receiving the context statement in accordance with section 448 of the Local Government Act.

If you require further information please contact Robert Batallas, Senior Planner, at 250 361-0286 or rbatallas@victoria.ca.

Yours truly

Chris Coates
City Clerk

Attachments

- Official Community Plan Bylaw, 2012, Amendment Bylaw (No.34) No. 19-102
- Official Community Plan – Regional Context Statement (Schedule 1)

NO. 19-102

A BYLAW OF THE CITY OF VICTORIA

The purpose of this Bylaw is to amend the Official Community Plan by replacing the Regional Context Statement with a new Regional Context Statement that highlights the alignment and consistency between the Official Community Plan and the Capital Regional District's new Regional Growth Strategy (2018).

Under its statutory powers, including Division 5 of Part 13 of the *Local Government Act*, the Council of the Corporation of the City of Victoria, in an open meeting assembled, enacts the following provisions:

1 This Bylaw may be cited as the "OFFICIAL COMMUNITY PLAN BYLAW, 2012, AMENDMENT BYLAW (NO.34)".

2 Bylaw No. 12-013, the Official Community Plan Bylaw, 2012, is amended in Schedule A, Section 5: Regional Context Statement, as follows:

(a) by repealing Section 5: Regional Context Statement and replacing it with a new Section 5: Regional Context Statement which is attached to this Bylaw in Schedule 1.

3 This Bylaw comes into force on adoption.

READ A FIRST TIME the day of 2019.

READ A SECOND TIME the day of 2019.

Public hearing held on the day of 2019.

READ A THIRD TIME the day of 2019.

ADOPTED on the day of 2019.

CITY CLERK MAYOR

Schedule 1

Regional Context Statement 5

OVERVIEW

As the core municipality in the broader metropolitan Capital Region, the City of Victoria must work collaboratively with 12 partner municipalities and a single electoral area to achieve regional objectives. The City of Victoria is a partner in the implementation of the Capital Regional District's (CRD) Regional Growth Strategy (RGS), adopted by the CRD Board on March 14, 2018, and supports its vision, context, objectives, principles and policies. As the Capital Region's population continues to increase, growth must be managed to ensure that regional sustainability and livability are enhanced over time. Local Government Act sections 446 to 447 require member municipalities to include within their OCP, a regional context statement that indicates the OCP's relationship to the RGS.

This regional context statement illustrates how Victoria implements the ten strategic directions of the current RGS, where applicable:

1. Keep Urban Settlement Compact
2. Protect the Integrity of Rural Communities
3. Protect, Conserve and Manage Ecosystem Health
4. Manage Regional Infrastructure Services Sustainably
5. Create Safe and Complete Communities
6. Improve Housing Affordability
7. Improve Multi-Modal Connectivity and Mobility
8. Realize the Region's Economic Potential
9. Foster a Resilient Food and Agriculture System
10. Significantly Reduce Community-Based Greenhouse Gas Emissions

REGIONAL GROWTH STRATEGY CONSISTENCY

Figure 7 summarizes how this plan is consistent or working towards consistency with the RGS.

Figure 7: Regional Growth Strategy Consistency

RGS Strategic Direction	OCP Policy Response and References
1. Keep Urban Settlement Compact	As the provincial capital, Victoria plays an important role in supporting the RGS target of accommodating 95% of new dwelling units within the regional urban containment policy area by 2038. The OCP identifies a 30-year (to 2041) growth management concept for Victoria and supporting

	policies that reinforce Victoria's compact urban form and human-scaled neighbourhoods including a strong downtown-focused Urban Core and a network of Town Centres and Urban Villages that are walkable, transit-focused and supported with mixed-use residential and employment centres (see Figure 3: Thirty Year Growth Management Concept). More specifically, the plan's growth management concept seeks to direct and accommodate 50% (approximately 10,000 new people) of Victoria's population growth within the Urban Core, 40% (approximately 8000 new people) in Town Centres and Large Urban Villages and 10% (approximately 2000 new people) within the remainder of the city including small urban villages (see Figure 3: Thirty Year Growth Management Concept). The plan's growth projections also align with overall RGS sub regional population projections for the core. The plan further reinforces the RGS objective of establishing a strong mix of uses focused around the downtown and harbour through specific policies (see 6.10 – 6.10.11) to maintain and implement a detailed local area plan that supports the development of the Downtown Core Area as a prominent centre for business, government, arts and culture on Vancouver Island and ensuring that neighbourhoods include centres of economic activity that serve the needs of residents within walking, wheeling or cycling distance.
2. Protect the Integrity of Rural Communities	Victoria is a built-out urban capital city with no rural areas and is completely located within the Urban Containment Policy Area. Therefore, the rural policies of the Regional Growth Strategy do not apply. However, the plan's land use planning and development polices do play a role in protecting the Capital Region's rural communities by housing a significant proportion of regional population growth in walkable, transit accessible communities in the region's most diverse housing stock (see Figure 3: Thirty Year Growth Management Concept).
3. Protect, Conserve and Manage Ecosystem Health	The plan supports the integration of environmental considerations into planning design and development at all scales throughout the city. The plan also supports environmental health, sustainability and stewardship through of the development of regulatory tools, policies and public awareness. The plan designates for protection all areas designated as Capital Green Lands in the RGS through Public Facilities, Institutions, Parks and Open Space designations or Marine and Working Harbour designations (see Map 2). The plan also contains policies to address the protection and enhancement of parks and open space with specific attention to the management of shoreline and freshwater ecosystems, and urban forest management (see 9.1 – 9.6, 10.2, 10.9). More specifically, the plan implements the RGS target of reducing contaminants to fresh and marine water bodies by supporting

	an integrated and comprehensive approach for the management of surface water, rainwater and ground water resources to ensure healthy aquatic ecosystems (see 10.12). The plan also designates Sensitive Ecosystems (see Map 10) and includes policies to guide the establishment of Development Permit Area guidelines for the protection of identified sensitive ecosystems, urban forest and marine areas of high ecological importance (see 10.2.4, 10.2.5, 10.9.1). These various OCP directions support and align with the RGS policies to identify, protect, enhance and restore healthy ecosystems using regulatory tools such as policies, regulations, development permit areas, etc. The plan also implements an RGS policy directing municipalities to identify regionally significant parks through their regional context statement. Major parks identified as Capital Green Lands in Victoria, such as Beacon Hill Park, Summit Park and Gonzales Hill Regional Park, are designated Public Facilities, Institutions, Parks and Open Space as identified on Map 2 and further defined on Map 9, with these designations supported by policy direction for their protection and enhancement (see 9.1 – 9.6). These policies have also guided the development of the Parks and Open Space Master Plan that provides strategic direction for the planning and management of, and investment into the City's parks system for the next 25 years.
4. Manage Regional Infrastructure Services Sustainably	The plan recognizes the importance of sustainable management and access to regional infrastructure services including drinking water, liquid and solid waste, and how these services are impacted through local land use planning and development. Therefore the plan has an overarching objective to focus higher density development in strategic areas to ensure compact land use patterns that manage growth through intensification to minimize the need for new infrastructure while also ensuring well-maintained infrastructure and facilities that meet the needs of residents and businesses through best management practices [see Broad Objectives 11(a)(b)]. This broader direction also aligns with the RGS principle of promoting settlement patterns that are cost-effective and efficient to service. The plan also recognizes that future increases to Victoria's population may have impacts on existing infrastructure, therefore the plan includes detailed policies to accommodate increased growth through the on-going inspection, maintenance, upgrade and replacement of key infrastructure systems (see 11.1, 11.2, 11.3, 11.5, 11.6, 11.7). The management of infrastructure and utilities is also supported through the City's various utility masterplans that consider forecast population growth and are updated periodically. The provision and update of the City's utility masterplans also aligns with the RGS target of preparing long-term capital plans for CRD utilities and major infrastructure.

	The plan also prioritizes policies that support closed loop systems in resource recovery, and focus on integrated rainwater management through landscape design and integration of small-scale technology (see 11.10 – 11.24). Together the plan's environmental and infrastructure policies support Victoria's move towards a zero net solid waste community in partnership with the CRD and the private sector, which in turn support the RGS objective of avoiding any negative impacts to the long-term availability of utility services for existing development and planned growth within the Urban Containment Policy Area, recognizing the impacts of climate change.
5. Create Safe and Complete Communities	Victoria is a very compact and complete community located within the Urban Containment Policy Area. It has an average density of approximately 40 persons per hectare, the highest population density in the Capital Region and the sixth highest in Canada, equivalent to Toronto. On only 2.8% of the Capital Region's land base, Victoria houses nearly one-quarter of the region's population. The plan includes policies to support a broad vision to build complete communities, in particular focusing 50% of forecast residential growth in the Urban Core, 40% in the Town Centres and Large Urban Villages linked by rapid or frequent transit, and situated near community and business services and employment centres (see Figure 3: Thirty Year Growth Management Concept). Virtually all of Victoria is within 500 metres of a transit route and approximately 50% of residents live within 400 metres of one of four frequent transit routes (Douglas Street; Fort/Yates Streets; Hillside Avenue; and Craigflower Road). The plan contains policies to further focus new employment growth in the Urban Core, the Mayfair and Hillside Town Centres, and in employment districts served by rapid and frequent transit service. The plan also includes specific policies that establish urban place designations for the entire city that outline the desired built form, place character, land use and density. The urban place designation polices for the urban core, town centres and urban villages all support compact growth that integrates housing, employment, amenities and community services within walkable centres which provide the basis for complete communities (see 6.1.7, 6.1.8, 6.1.9 and 6.1.10). These policies and urban place designations align with and implement the RGS Complete Communities Criteria. The plan also includes a variety of policies for emergency management focused on preparedness, response, mitigation and recovery and identifies areas of seismic vulnerability on Map 17, and policies respecting additional development information requirements for these areas (see 18.1 – 18.22). These policies also align with RGS policies that support the well-being of residents, address potential risks on development from seismic activity and support the design and construction of climate change-adaptive and risk-adaptive development in the Growth management Planning Area.

	The development and maintenance of safe and complete communities is also largely accomplished through the development of local area plans that are a key instrument for achieving the goals of the OCP and the RGS (see 20.5.1).
6. Improve Housing Affordability	A key outcome of the plan is to support and maintain improved access to housing to improve quality of life, community health and vitality. In efforts to address housing affordability, Victoria participated in the development and approval of the Regional Housing Affordability Strategy, is a founding member of the Regional Housing Trust Fund, a funding partner in the Greater Victoria Coalition to End Homelessness and supports the Regional Housing First Program. More specifically, the plan establishes policies to encourage a range of housing choices and support services across the city and within every neighbourhood to meet the needs of residents at different life stages and circumstances, and to facilitate aging in place (see 13.1 – 13.39). The plan also contains detailed policies (see 13.2 – 13.2.5) that provide direction for the Victoria Housing Strategy, which outlines a local strategic response to address housing affordability. The Victoria Housing Strategy identifies policies and strategic initiatives that align with policy directions from the CRD Regional Housing Affordability Strategy and support the RGS targets to increase the supply of affordable housing, reduce the number of people in core housing need and reduce the number of people who are homeless.
7. Improve Multi-Modal Connectivity and Mobility	Victoria participated in the development and approval of the Regional Transportation Plan and has partnered with the CRD, BC Transit and others in subsequent implementation initiatives including BC Transit's 25 Year Transit Future Plan. The RGS identifies a target of achieving 42% of all trips made by walking, cycling and transit by 2038. According to the CRD Origin and Destination Survey (2017), 57% of all trips within Victoria were made by walking, cycling and transit. A key component in supporting alternate modes of transportation is the plan's transportation and mobility policies that collectively align with and support the CRD's regional multi-modal network as described in the Regional Transportation Plan including the provision of roads, trails and corridors that support seamless movement throughout the region. More specifically the plan provides a functional street classification map and related policies (see Map 4, 7.2 – 7.9) to guide the role, function and design of city streets. The plan also includes a cycling network map that identifies the existing and future network and policies to guide the development of a completed network in support of the CRD Pedestrian and Cycling Master Plan (see 7.16.2, 7.16.7).

	The plan supports integrated regional approaches to transportation planning and service delivery, and gives priority to walking, cycling, public transit and goods movement over single occupancy vehicle travel (see Broad Objectives 7(a) – 7(g) and 7.1). The plan's land management vision supports development of a walkable urban pattern composed of a strong downtown core, Town Centres, and Large Urban Villages linked by rapid and frequent transit service and a network of pedestrian and cycling priority greenways (see 6.10.7, 7.14.1, 7.16.3, 7.19.1). The land management and transportation policies of the plan focus on the broad objective that all residents of Victoria can reach goods and services to meet daily needs including public transit within a 15-minute walk of home [see Broad Objectives 6(f)]. Policies of the plan explicitly endorse coordinated transportation planning at the regional scale, including alignment of local transportation plans and initiatives with regional initiatives and across municipal boundaries including those related to public transit, passenger and commuter rail, goods movement, emergency response, trip reduction and travel demand management, and travel mode connectivity (see 7.14.3 – 7.14.6, 7.25 – 7.29.4).
8. Realize the Region's Economic Potential	The plan's growth management framework and land use designations support Victoria's role as a capital city and ability to nurture the regional economy through attracting and accommodating growth in employment, new commercial and industrial development [see Broad Objectives 14(c) and 14(f)]. The RGS identifies a related target of achieving a jobs/population ratio of 0.60 in the Core Area, which Victoria is currently exceeding with a ratio of 0.92, based on the RGS population, dwelling and employment projections (2011). This strong jobs/population ratio supports the RGS target and reinforces Victoria's role as a capital city and centre of employment. The plan designates lands for employment on Map 2 which responds to the RGS objective of addressing the shortage of designated space-extensive industrial/business land in the region. The plan also provides related policies to achieve a more resilient economy through strengthening its core sectors such as government and business office, tourism and visitor services, marine, advanced technology, arts and culture, and health and education, as well as through increased diversification of business and employment (see 14.28 – 14.55). Together these polices align with RGS direction to enhance established employment centres, integrating high-value, clean industry and business in complete communities, attracting and maintain a highly skilled workforce and reducing poverty in the Capital Region. The plan also includes policy direction for the implementation and periodic updating of an economic strategy for Victoria with a focus on business incubation, growth and retention, and policy respecting poverty reduction and community economic development (see 14.5 – 14.5.3).

9. Foster a Resilient Food and Agriculture System	Although Victoria does not have any land designated as Agricultural Land Reserve, it does recognize the importance of urban agriculture through a set of comprehensive food system policies to support food system planning, production on public and private land and related infrastructure (see section 17 – Food Systems). Victoria also provides a significant market for local agricultural products and the plan establishes policies respecting food security and Victoria's role in the regional food system. For example, the RGS target of increasing the amount of land in crop production to enhance food security is supported by specific policies that direct the City to review and develop City policies and regulations to increase the number of allotment gardens, common gardens, edible landscapes, food-bearing trees and other types of food production on public and private lands (see 17.4 – 17.9). The plan also seeks to improve citizen access to affordable, healthy and local foods (see 17.20 – 17.23) and reduce food waste (see 17.24 – 17.26.3). As an implementation measure, the City has also introduced updated zoning regulations that permit small-scale commercial urban agriculture in all zones as a means of supporting urban agriculture. Collectively, the plan policies align with the RGS target of increasing the amount of land for food production as well as aligning with RGS policies to increase local food security and supporting food waste management that is environmentally sustainable and benefits the regional economy.
10. Significantly Reduce Community-Based Greenhouse Gas Emissions	The plan establishes policies for sustainable resource management including policies with respect to mitigating the impacts of climate change, sustainable resource management, greenhouse gas reduction, renewable and district energy, green building and infrastructure, biodiversity, improved ecological function, air and water quality, marine and shoreline management and the urban forest. One of the key implementation strategies is the recent development of the Climate Leadership Plan which provides strategic direction for climate change mitigation and adaptation (see 12.3 – 12.3.6). The Climate Leadership Plan includes an overall goal to reduce community-wide greenhouse gasses by 80% by 2050 (from 2007 levels) and to shift away from fossil fuels to 100% renewable energy by 2050. These targets align with and exceed the RGS target of reducing greenhouse gas emissions by 33% (from 2007 levels) by 2020, and by 61% by 2038. The plan also includes specific policies that support greenhouse gas reductions through the provision of compact land use patterns and walkable communities (see 12.4 – 12.4.3), working in partnership with the CRD, utility providers and the private sector to encourage energy conservation and efficiency (see 12.9). The plan also seeks to reduce GHG emissions through improved building performance of both public and private buildings through the integration of energy efficiency technologies and building systems, green construction, and district renewable energy systems (see 12.17 – 12.22).

Table 1. Regional Context Statement Evaluation Framework

LGA	RCS Content	**Relationship to Legislative Requirement** For CRD Board consideration		
		All relevant content is included	Clearly articulates relevant content	Plan to be consistent over time
		✅	✅	N/A
429(2)(a)	Identify how the OCP relates to the RGS vision on p. 1 of the RGS.	Identifies relationship to vision and objectives. The RCS articulates specific topic areas from the RGS.	Identifies how the 10 strategic directions are implemented.	
		✅	✅	N/A
429(2)(b)	Identify how the OCP relates to the projections provided in Table 1 of the RGS.	RCS population and housing projections align with RGS projections.	The RCS elected to note only the population projections, but aligns with RGS projections at the municipal and sub-regional level. Note the population projections are the basis for housing projections.	
		Managing and Balancing Growth (Objectives 1.1 & 1.2)		
		✅	✅	N/A
429(2)(c) and (d); 429(3)	Identify how the OCP relates to the RGS.	RCS reflects all relevant OCP content.	The City is entirely within the Urban Containment Boundary Policy Area, no lands are identified within the Rural/Rural Residential Policy Area and policy focuses on establishing a strong mix of uses for downtown and the inner harbor. Policies aim to provide services within walking, wheeling or cycling distance of residents.	

Relationship to Legislative Requirement
For CRD Board consideration

LGA	RCS Content	All relevant content is included	Clearly articulates relevant content	Plan to be consistent over time
	Environment and Infrastructure (Objective 2.1 & 2.2)			
		✓	✓	N/A
		RCS reflects all relevant policy areas, and OCP policies.	The RCS identifies that environmental health, sustainability and stewardship are supported through the development of regulatory tools, policies and public awareness. Lands shown as Capital Green Lands Policy Area on RGS Map 3a are designated for protection. The RCS identifies that development permit area guidelines could be established to project designated sensitive ecosystems. The RCS identifies that an overarching OCP objective is to focus on higher density in strategic areas to ensure compact development and minimize need for new infrastructure. Detailed policies (and master plans) are in place to accommodate the future infrastructure needs based on population growth.	
	Housing and Community (Objectives 3.1 & 3.2)			
		✓	✓	N/A
		RCS reflects all relevant OCP content, including references to RGS targets.	The RCS reports the highest density in the capital region and explicitly supports complete communities. Virtually all of Victoria is within 500m of a transit route. Policies meet the criteria for maintaining a complete community. Policies specifically encourage a range of housing choices and support services within every neighbourhood.	

Relationship to Legislative Requirement
For CRD Board consideration

LGA	RCS Content	All relevant content is included	Clearly articulates relevant content	Plan to be consistent over time
	Transportation (Objective 4.1)			
		✅	✅	N/A
		Content reflects the Regional Transportation Plan and multi modal transportation network.	The RCS identifies policies to support multi modal transportation, transit plans and the pedestrian and cycling master plan.	
	Economic Development (Objective 5.1)			
		✅	✅	N/A
		The RCS references OCP policies and summarizes the relationship between the OCP policies and RGS policies.	The RCS identifies policies that support employment and new commercial and industrial development. The RGS jobs to population target is being exceeded. Policies focus on tourism, business development, marine and advanced technology along with health, education and culture.	
	Food and Agricultural Systems (Objective 6.1)			
		✅	✅	N/A
		RCS reflects all relevant OCP content.	Victoria has no lands in the ALR, however the RCS identifies policies to create community gardens, food production on private properties, edible landscapes, and allotment gardens and supports the region's food initiatives and future food and agriculture planning in the City.	

LGA	RCS Content	**Relationship to Legislative Requirement** For CRD Board consideration		
		All relevant content is included	Clearly articulates relevant content	Plan to be consistent over time
		Climate Action (Objective 7.1)		
		✅	✅	N/A
		RCS reflects all relevant OCP content.	RCS references OCP policy statements supporting sustainable resource management, greenhouse gas reduction, renewable and district energy, green building and infrastructure, biodiversity, improved ecological function, air and water quality, and urban forest. The targets align with and contribute to the RGS target.	

Making a difference...together

REPORT TO PLANNING, TRANSPORTATION AND PROTECTIVE SERVICES COMMITTEE MEETING OF WEDNESDAY, JANUARY 15, 2020

SUBJECT **Bylaw No. 4328: Capital Regional District Regional Growth Strategy Bylaw No. 1, 2018, Amendment Bylaw No. 1, 2019 - Comments Received and Referral**

ISSUE

To consider feedback on the proposed Regional Growth Strategy (RGS) amendment bylaw and to provide direction on next steps in the RGS amendment process.

BACKGROUND

On March 14, 2018, the Capital Regional District (CRD) Board adopted the RGS (Bylaw No. 4017) following a non-binding dispute resolution process. As an outcome of dispute resolution, participants agreed to update population, dwelling unit and employment projections once 2016 census data became available. Proposed Bylaw No. 4328 "Capital Regional District Regional Growth Strategy Bylaw No. 1, 2018, Amendment Bylaw No. 1, 2019" (Appendix A) updates the projections, amending Table 1 of the RGS.

On June 12, 2019, the CRD Board initiated the RGS amendment and approved a consultation plan for the amendment process, including the waiving of a public hearing. Input was provided as follows:

1. Through the spring and fall of 2019, the Development Planning Advisory Committee (DPAC), comprised of municipal planning directors or their delegates, reviewed and commented on the projections.
2. On October 9, 2019, the CRD Board received comments on the updated projections from municipalities and affected agencies and directed staff to informally refer proposed Bylaw No. 4328 to municipalities and affected agencies for comment.
3. On December 23, 2019, the informal referral period on proposed Bylaw No. 4328 ended and six municipal councils (Colwood, Esquimalt, North Saanich, Sidney, Sooke and View Royal), the Juan de Fuca Land Use Committee, Fisheries and Oceans Canada, BC Transit, the Ministry of Transportation and Infrastructure and the Ministry of Municipal Affairs and Housing provided responses (Appendix B).

The next steps in the RGS amendment are to give first and second reading to Bylaw No. 4328 and to formally refer the bylaw to municipal councils for acceptance in accordance with the legislative requirements.

ALTERNATIVES

Alternative 1:
The Planning, Transportation and Protective Services Committee recommends to the Capital Regional District Board:

a) That the consultation results on the proposed Regional Growth Strategy amendment be received;
b) That Bylaw No. 4328, "Capital Regional District Regional Growth Strategy Bylaw No. 1, 2018, Amendment Bylaw No. 1, 2019" be given first and second reading; and

c) That staff be directed to refer Bylaw No. 4328 on February 14, 2020 to municipal councils for acceptance as per section 436 of the *Local Government Act*.

Alternative 2:

That Bylaw No. 4328: Capital Regional District Regional Growth Strategy Bylaw No. 1, 2018, Amendment Bylaw No. 1, 2019 - Comments Received and Referral report be referred back to staff for further review based on Committee direction.

IMPLICATIONS

Intergovernmental Implications

The outcome of the informal referral suggests that 12 of 13 municipal councils and the Juan de Fuca Electoral Area are prepared to accept the proposed RGS amendment (no response received was interpreted as support). Esquimalt Council identifies concerns with the proposed amendment because of limited applicability and possible RGS alignment challenges arising from projections being provided at the sub-regional level. In addition, the external agencies also indicated no concerns with the amendment.

The *Local Government Act* requires an RGS to provide population and employment projections. Based on municipal council input and Board direction, the updated RGS projections are provided at the sub-regional level. Through DPAC, municipal planners support this approach as it allows flexibility to reconcile projections developed for a municipality's Official Community Plan (OCP) with the RGS. Municipal planners were provided with the municipal level projections that make up the sub-regional totals for transparency and practical applications.

The *Local Government Act* does not require a municipality to align with RGS projections. Rather, municipalities must identify the relationship between their OCP and the RGS through a Regional Context Statement (RCS). Should differences in projected growth arise, municipalities can use the RCS to identify the differences and explain any variations.

Regional Growth Strategy Implications

All municipalities must accept the RGS amendment before the amending bylaw can be adopted. See Appendix C for the relevant legislation.

Municipalities must accept or reject the RGS amendment in accordance with Section 436 of the *Local Government Act*. Municipalities have 60 days to accept or reject the RGS by resolution of council. Municipalities who reject the RGS must specify which provision(s) they reject and the reason(s) for the rejection. The 60-day acceptance period would end on April 14, 2020. The CRD Board could give third reading and adopt the amending bylaw in May 2020 should all municipalities accept.

Should any municipality reject the RGS, the Minister of Municipal Affairs and Housing must direct a process to reach acceptance. Sections 439 to 442 of the *Local Government Act* set out a number of dispute resolution processes. The administrative costs associated with dispute resolution are shared proportionately between the Board and the affected local governments that participate in the process. Municipal rejection of the amending bylaw would delay adoption.

CONCLUSION

The proposed RGS amendment will update the population, dwelling unit and employment projections with 2016 census data. Municipal councils and provincial agencies provided input to the proposed amendment. The recommendation is to receive the most recent feedback, give first and second reading to Bylaw No. 4328 and direct staff to refer Bylaw No. 4328 to municipal councils for acceptance.

RECOMMENDATION

The Planning, Transportation and Protective Services Committee recommends to the Capital Regional District Board:

a) That the consultation results on the proposed Regional Growth Strategy amendment be received;
b) That Bylaw No. 4328, "Capital Regional District Regional Growth Strategy Bylaw No. 1, 2018, Amendment Bylaw No. 1, 2019" be given first and second reading; and
c) That staff be directed to refer Bylaw No. 4328 on February 14, 2020 to municipal councils for acceptance as per section 436 of the *Local Government Act*.

Submitted by:	Emily Sinclair, MCIP, RPP, Senior Manager, Regional & Strategic Planning
Concurrence:	Kevin Lorette, MBA, P.Eng., General Manager, Planning & Protective Services
Concurrence:	Robert Lapham, MCIP, RPP, Chief Administrative Officer

Attachments:

Appendix A – RGS Amending Bylaw No. 4328, "Capital Regional District Regional Growth Strategy Bylaw No. 1, 2018, Amendment Bylaw No. 1, 2019
Appendix B – Summary of Comments – Proposed Bylaw No. 4328
Appendix C – Legislative Provisions for Acceptance and Settlement of a RGS

Appendix A

CAPITAL REGIONAL DISTRICT

BYLAW NO. 4328

****

A BYLAW TO AMEND BYLAW NO. 4017 "CAPITAL REGIONAL DISTRICT REGIONAL GROWTH STRATEGY BYLAW NO. 1, 2018"

****

The Capital Regional District Board, in open meeting assembled, enacts as follows:

1. Bylaw No. 4017, being the "Capital Regional District Regional Growth Strategy, Bylaw No. 1, 2016", is hereby amended as follows:

   A. SCHEDULE A

   (a) By deleting TABLE 1: POPULATION, DWELLING UNIT AND EMPLOYMENT PROJECTIONS and replacing with a new TABLE 1: POPULATION, DWELLING UNIT AND EMPLOYMENT PROJECTION as follows:

TABLE 1: POPULATION, DWELLING UNIT AND EMPLOYMENT PROJECTIONS

	2018			2038			Population Change	
	Population	Dwellings	Employment	Population	Dwellings	Employment	Total	Percentage
Core	*266,000*	*120,100*	*166,800*	*304,500*	*140,400*	*197,000*	*38,500*	*14.5%*
Saanich Peninsula	*43,000*	*18,400*	*21,900*	*48,600*	*23,200*	*29,200*	*5,600*	*13.0%*
West Shore	*83,100*	*33,000*	*22,400*	*125,400*	*55,000*	*34,900*	*42,300*	*50.9%*
Total	**392,100**	**171,600**	**211,100**	**478,500**	**218,500**	**261,100**	**86,400**	**22.0%**

Source: BC Stats, 2019

All figures are as of July 1st of the year stated.

First Nations populations are not included in Table 1, as First Nations Reserves are outside the GMPA.

All values are rounded independently. As a result, when sub-regional values are summed the values may not match the GMPA which are independently rounded to avoid cumulative rounding error.

Employment does not include those without a fixed workplace address.

Core includes Esquimalt, Oak Bay, Saanich, Victoria and View Royal

Saanich Peninsula includes Central Saanich North Saanich and Sidney

West Shore includes Colwood, Highlands, Juan De Fuca EA, Langford, Metochosin and Sooke.

2. This bylaw may be cited as, 4328 "Capital Regional District Regional Growth Strategy Bylaw No. 1, 2016, Amendment Bylaw No. 1, 2019".

READ A FIRST TIME THIS	day of	, 2019.
READ A SECOND TIME THIS	day of	, 2019.
READ A THIRD TIME THIS	day of	, 2019.
ADOPTED THIS	day of	, 2019.

CHAIR

CORPORATE OFFICER

Referral Tracking Table – Bylaw No. 4328 (2018 RGS Update)

Background

On October 9, 2019, the Capital Regional District (CRD) Board directed staff to refer proposed Bylaw No. 4328 “Capital Regional District Regional Growth Strategy Bylaw No. 1, 2018, Amendment Bylaw No. 1, 2019", to municipalities, the Juan de Fuca Land Use Committee, affected First Nations, and provincial and federal departments and agencies for a period of 60 days.

Proposed Bylaw No. 4328 will amend the 2018 Regional Growth Strategy (RGS), Bylaw 4017, by updating the RGS Table 1 population, dwelling unit and employment projections to the year 2038. The RGS was adopted by the Board on March 14, 2018 following a non-binding dispute resolution process, during which participants agreed to update the projections based on 2016 census numbers once census data became available.

Per legislation, amendment of the RGS requires unanimous acceptance by all 13 municipalities covered by the RGS. That agreement will be sought in accordance with Section 436 of the *Local Government Act* prior to third reading of the Bylaw by the CRD Board.

The referral period ended on December 23, 2019.

Objectives:

- Receive letters resolving to support Bylaw 4328 by all 13 municipal councils.

Outcomes:

- Bylaw 4328 is adopted.

2018 RGS REFERRAL TRACKING TABLE			
Municipality	**Date Considered**	**Support or No Support**	**Letter**
Central Saanich			
Colwood	December 2, 2019	Support	Yes
Esquimalt	December 16, 2019	Concerns	Yes
Highlands			
Langford			
Metchosin			
North Saanich	November 25, 2019	Support	Yes
Oak Bay			
Saanich			
Sidney	November 19, 2019	Support	Email
Sooke	December 9, 2019	Support	Yes
Victoria			
View Royal	November 15, 2019	Support	Yes
Juan de Fuca Land Use Committee	November 19, 2019	Support	Meeting Minutes
Agency			
MAH	December 20, 2019	No concerns	Yes
MOTI	November 25, 2019	No concerns	Email
BC Transit	October 23, 2019	No concerns	Yes
Fisheries and Oceans Canada	October 30, 2019	No comment	Email

NOTE: For tracking purposes, municipalities who have not provided a response are considered to be in support of the proposed amending bylaw.

Colwood

File: 6440-40

December 2nd, 2019

via email: crdchair@crd.bc.ca

Capital Regional District
625 Fisgard Street
PO Box 1000
Victoria, BC V8W 2S6

Attention: Colin Plant, Chair, Capital Regional District Board

Re: Capital Regional District 2018 Regional Growth Strategy Bylaw 4017 Amendment (Proposed Bylaw 4328) – Referral Response

This is to advise you at their regular meeting of November 25th, 2019 Colwood Council considered a staff report titled "Capital Regional District Growth Strategy-Bylaw 4017 Amendment (Proposed Bylaw 4328) - Referral Request for Comments".

Council resolved staff to prepare this letter of comment *in support* of the Bylaw 4017 Amendment (Proposed Bylaw 4328) to the Capital Regional District Board.

If you have any questions or require any further information, please do not hesitate to contact me directly.

Sincerely,

Iain Bourhill, RPP, MCIP
Director of Long Range Planning & Sustainability

cc: Robert Lapham, Chief Administrative Officer, CRD (rlapham@crd.bc.ca)
Kevin Lorette, General Manager, Planning and Protective Services, CRD (klorette@crd.bc.ca)
Jeff Weightman, Planner, Regional and Strategic Planning, CRD (jweightman@crd.bc.ca)

Enclosure: Excerpt of November 25th, 2019 Council Minutes

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3300 Wishart Road
Colwood, BC V9C 1R1

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CORPORATION OF THE TOWNSHIP OF ESQUIMALT

Municipal Hall, 1229 Esquimalt Road, Esquimalt, B.C. V9A 3P1
Website: www.esquimalt.ca Email: info@esquimalt.ca
Voice: (250) 414-7100
Fax: (250) 414-7111

Via Email to: crdchair@crd.bc.ca

December 18, 2019

Colin Plant,
Chair, Capital Regional District Board
Capital Regional District
625 Fisgard Street
Victoria, BC V8W 2S6

Dear Chair Plant:

Re: Concerns Relating to the 2018 Regional Growth Strategy

Please be advised that at the Regular Meeting of Council held December 16th, 2019, Council approved the following resolution:

> *"That the Township of Esquimalt Council authorize the Mayor to send a letter to Mr. Colin Plant, Chair, Capital Regional District Board, stating that Council has the following concerns with proposed Amendment Bylaw No. 4328:*
> 1) *By consolidating projection data at the sub-regional level with municipalities that share very few common characteristics with the Township; the proposed bylaw has very limited practical applications for the Township; and*
> 2) *It is unclear how the Township will be able to make the population and dwelling unit projections in its Official Community Plan consistent with the proposed sub-regional population and dwelling unit projections given that it has no legal authority beyond its jurisdictional boundary as described in its Letter Patent."*

As a requirement to adopt the 2018 Regional Growth Strategy Bylaw is to obtain affected local government acceptance, please bring our concerns to the attention of the Board for response so that we may move forward with determining our position. Should you require further information, please contact me at 250-412-8600 or barbara.desjardins@esquimalt.ca.

Yours truly,

Barbara Desjardins

Barbara Desjardins
Mayor

north saanich

CRD EXECUTIVE OFFICE
Received
NOV 25 2019

November 21, 2019

Captial Regional District Board
Capital Regional District
625 Fisgard Street
Victoria, BC V8W 2S6

Dear Chair Plant and Directors:

Re: Capital Regional District 2018 Regional Growth Strategy Bylaw 4017 Amendment (Proposed Bylaw 4328)

Thank you for your letter to Mayor and Council. At its November 18, 2019 meeting, North Saanich Council received your letter and adopted the following resolution:

> *That Council direct staff to respond to the CRD that the District of North Saanich supports proposed Bylaw 4328 to amend Bylaw No. 4017 "Capital Regional District Regional Growth Strategy Bylaw No. 1, 2018".*

On behalf of Mayor and Council, I trust the above is satisfactory. Please contact the undersigned if you have any questions.

Sincerely,

Curt Kingsley
Deputy CAO / Director of Corporate Services

Dear Jeff,

At the November 12, 2019 regular Council Meeting, Town of Sidney Council passed the following resolution:

That the letter from CRD, dated October 23, 2019, requesting the Town's comments on the proposed CRD Bylaw No. 4328 to amend the 2018 Regional Growth Strategy, be referred to staff for comment by the deadline.

MOTION CARRIED UNANIMOUSLY

Accordingly, please accept this email as the Town of Sidney's response to the CRD's request for comment on RGS amending Bylaw No. 4328.

Sidney staff have attended numerous CRD-led DPAC meetings and have had the opportunity to discuss and provide comment on the proposed population, dwelling unit and employment projections on several occasions. We appreciate CRD staff and BC Stats' efforts in providing us with an overview of the development of the projections as well as a discussion forum for further refining the projections based on feedback from municipal staff. At this time we are comfortable with the proposed bylaw change to the RGS and have no additional comments.

Thank you for the opportunity to provide input on this proposed amendment.

Sincerely,

Corey Newcomb MCIP, RPP | Senior Manager, Long Range Planning

Town of Sidney

T 250 655 5428 |C 250 883 0237 | E cnewcomb@sidney.ca | W www.sidney.ca

SET,TINES – WSÁNEĆ Territory

District of Sooke
Incorporated December 7, 1999

2205 Otter Point Road, Sooke, British Columbia, Canada V9Z 1J2
Phone: 250-642-1634 • Fax: 250-642-0541 • Email:info@sooke.ca • Website: www.sooke.ca

File No. 0400-90

December 16, 2019

Jeff Weightman, Planner
Regional and Strategic Planning
Capital Regional District
625 Fisgard Street, PO Box 1000
Victoria, BC V8W 2S6

Dear Mr. Weightman:

RE: Capital Regional District 2018 Regional Growth Strategy Bylaw 4017 Amendment (Proposed Bylaw 4328) - Referral

Please be advised that at the December 9th, 2019 Regular Council Meeting, Council passed the following resolution:

> THAT Council direct staff to respond to the CRD referral dated October 23, 2019, with a letter of support for Bylaw NO. 4328 "Capital Regional District Regional Growth Strategy Bylaw 1, 2019, Amendment Bylaw No. 1, 2019".

The undersigned hereby certifies the above resolution to be a true copy of the resolution passed by the District of Sooke on the dates noted.

Sincerely,

Patti Rear
Deputy Corporate Officer

TOWN OF VIEW ROYAL

45 View Royal Avenue, Victoria, BC, Canada V9B 1A6
Ph. 250-479-6800 · Fx. 250-727-9551 · E. info@viewroyal.ca · www.viewroyal.ca

November 12, 2019

Capital Regional District
625 Fisgard Street
PO Box 1000
Victoria, BC
V8W 2S6

Attention: Chair Colin Plant, Capital Regional District Board

Dear Chair Plant:

RE: Capital Regional District (CRD) 2018 Regional Growth Strategy Bylaw 4017 Amendment (Proposed Bylaw 4328) - Referral

At the November 5, 2019 Council meeting, Council was in receipt of your letter regarding the CRD's Regional Growth Strategy amendment bylaw.

Council accepts the proposed amendment to the Regional Growth Strategy and the Town looks forward to the formal referral that will seek acceptance prior to third reading of the bylaw.

If you have any questions regarding the above matter, please do not hesitate to contact this office.

Sincerely,

Elena Bolster
Deputy Corporate Officer

cc: J. Weightman, Planner

MOVED by Director Hicks, **SECONDED** by Dale Risvold that the Land Use Committee recommends to the Capital Regional District (CRD) Board:

a) That the referral of proposed Bylaw No. 4314, "Juan de Fuca Land Use Bylaw, 1992, Amendment Bylaw No. 146, 2019" directed by the Juan de Fuca Land Use Committee to the East Sooke Advisory Planning Commission; the Juan de Fuca Electoral Area Parks and Recreation Advisory Commission; appropriate CRD departments; BC Hydro; District of Sooke; Island Health; FLNR – Archaeology Branch; Ministry of Transportation & Infrastructure; RCMP; Scia'new First Nation; Sooke School District #62; and T'Sou-ke First Nation be approved and the comments received;

b) That proposed Bylaw No. 4314, "Juan de Fuca Land Use Bylaw, 1992, Amendment Bylaw No. 146, 2019" be introduced and read a first time; and

c) That the owner confirm with CRD Protective Services or CRD Building Inspection how the proposed development can be accessed by emergency vehicles and meet the National Fire Protection Association standard 1142 Water Supplies for Suburban and Rural Fire Fighting or an equivalent level of protection prior second reading and a public hearing.

CARRIED

The applicant responded to a question from the LUC advising that:
- there is a shared well on the adjacent property which is accessed by easement
- a well has been drilled on the proposed new lot
- the new well produces approximately 25 gallons per a minute (GPM)

7. **Correspondence**
   a) **Referral - Proposed Bylaw No. 4328 "Capital Regional District Regional Growth Strategy Bylaw No. 1, 2018, Amendment Bylaw No. 1, 2019"**
   Iain Lawrence spoke to the correspondence from the CRD Board Chair advising that the proposed update was first considered by the LUC at its meeting of July 16, 2019.

   It was further advised that:
   - the update will be enacted through proposed Bylaw No. 4328
   - at its meeting of October 9, 2019, the CRD Board referred proposed Bylaw No. 4328 to municipalities, to the LUC and to agencies for formal comment
   - the projections reflected in the table are based on BC Stats figures

   LUC comments included:
   - the projections provide a broad forecast for future service needs
   - the Official Community Plans for the Juan de Fuca provide community growth projections
   - circulation of background information including the current table would have been appreciated

   MOVED by Vern McConnell, **SECONDED** by Sandy Sinclair that the Land Use Committee receive the correspondence, report and proposed bylaw and that the Land Use Committee support proposed Bylaw No. 4328.

   CARRIED

BRITISH COLUMBIA

CRD EXECUTIVE OFFICE
Received
DEC 20 2019

CRD EXECUTIVE OFFICE
Received
DEC 20 2019

December 17, 2019

Ref: 250955

Colin Plant, Chair
Capital Regional District
Box 1000
Victoria BC V8W 2S6

Dear Chair Plant:

Thank you for your letters addressed to the Honourable George Heyman, Minister of Environment and Climate Change Strategy, the Honourable Lisa Beare, Minister of Tourism, Arts and Culture, and me, regarding the Capital Regional District's proposed Bylaw 4328, an amendment to the 2018 Regional Growth Strategy (RGS) Bylaw 4017. I apologize for the delay in responding.

I am pleased to learn the CRD is amending its RGS to reflect current census data, as agreed to by the CRD and member municipalities during the 2018 RGS non-binding dispute resolution process. In a large and rapidly growing region like the CRD, it is important that local governments be able to work together using the most up-to-date data to address common pressing issues like housing, climate action, transportation and infrastructure.

Ministry of Municipal Affairs and Housing staff have reviewed this proposed amendment and have no concerns with the content of this bylaw. Ministry staff look forward to working with the CRD and member municipalities in ongoing support of the RGS as it guides development in the region.

Thank you again for writing.

Sincerely,

Selina Robinson
Minister

pc: Honourable George Heyman, Minister of Environment and Climate Change Strategy
Honourable Lisa Beare, Minister of Tourism, Arts and Culture

Ministry of Municipal Affairs and Housing

Office of the Minister

Mailing Address:
PO Box 9056 Stn Prov Govt
Victoria BC V8W 9E2
Phone: 250 387-2283
Fax: 250 387-4312

Location:
Room 310
Parliament Buildings
Victoria BC V8V 1X4

http://www.gov.bc.ca/mah

Good Afternoon,

Thank you for the opportunity to review and comment on proposed Bylaw 4328 which amends Table 1 of the Capital Regional District Regional Growth Strategy Bylaw no. 4017. You may consider this the official response from the Ministry of Transportation and Infrastructure.

The Ministry has no objection with the bylaw amendment proceeding as proposed.

In the future you may direct all bylaws, land use contracts, and any other development related referrals to myself for review.

If you need anything else, please feel free to contact me.

Cheers,

Owen Page

Development Officer

Ministry of Transportation and Infrastructure

Vancouver Island District

Ph: 236-478-1552

WEBSITE FOR DEVELOPMENT APPROVALS:

www.th.gov.bc.ca/Development_Approvals/home.htm | MINISTRY WEBSITE: http://tranbc.ca/

Development Referral Response: Bylaw 4328

October 23, 2019

Development Location: NA
Local Government: Capital Regional District
Transit System: Victoria Regional Transit System

Dear Chair Plant,

Thank you for the opportunity to respond to the proposed amendment to the Regional Growth Strategy (RGS), Bylaw 4017. BC Transit has no concerns regarding Bylaw 2038, the update of RGS Table 1 as described in the letter sent to BC Transit dated October 23, 2019.

If you have any questions or would like further comments please contact myself or Seth Wright.

Adriana McMullen
Senior Transit Planner
BC Transit Planning Dept.
Phone: 250-995-5823
Email: adriana_mcmullen@bctransit.com

or

Seth Wright
Transit Planner
BC Transit Planning Dept.
Phone: 250-995-5690
Email: seth_wright@bctransit.com

Hello Kelly,

At this time, the Fish and Fish Habitat Protection Program will not be providing comment related to the Capital Regional District 2018 Regional Growth Strategy Bylaw 4017 Amendment (Proposed Bylaw 4328). The role of the DFO's Fish and Fish Habitat Protection Program (FFHPP) is to protect and conserve fish and fish habitat in support of Canada's coastal and inland fisheries resources, and to make regulatory decisions under the fisheries protection provisions of the *Fisheries Act*. The FFHPP is specifically responsible for reviewing projects for which a s.35(2) Fisheries Act Authorization is required.

If you feel that the project proposes works, undertakings or activities that may result in harm to fish or fish habitat, DFO's Projects Near Water website (http://www.dfo-mpo.gc.ca/pnw-ppe/index-eng.html) includes information for proponents on how to comply with the Fisheries Act, request a DFO review of a project, and request a Fisheries Act authorization.

If you have any further questions about DFO's regulatory process or need general information, contact DFO's Fish and Fish Habitat Protection Program toll free: 1-866-845-6776 or email: ReferralsPacific@dfo-mpo.gc.ca.

Thank you,

Kristin Gravelle

Biologist, Fish and Fish Habitat Protection Program

Ecosystem Management Branch

Fisheries and Oceans Canada/Government of Canada

Pacific Biological Station

3190 Hammond Bay Road, Nanaimo, B.C. V9T 6N2

Kristin.Gravelle@dfo-mpo.gc.ca/Tel: 250-756-7292 Cell: 250-739-0673

LOCAL GOVERNMENT ACT PROVISIONS FOR ACCEPTANCE AND SETTLEMENT OF A REGIONAL GROWTH STRATEGY

Facilitation of agreement during development of regional growth strategy

435 (1) The minister may appoint facilitators for the purposes of this Part, whose responsibilities are

(a) to monitor and assist local governments in reaching agreement on the acceptance of regional growth strategies during their development by

(i) facilitating negotiations between the local governments,

(ii) facilitating the resolution of anticipated objections,

(iii) assisting local governments in setting up and using non-binding resolution processes, and

(iv) facilitating the involvement of the Provincial and federal governments and their agencies, first nations, boards of education, greater boards and improvement district boards, and

(b) to assist local governments in entering into implementation agreements under section 451.

(2) On being notified that a regional growth strategy has been initiated, the minister may designate a person appointed under subsection (1) as the facilitator responsible in relation to the regional growth strategy.

(3) At any time until the end of the period for acceptance or refusal of the proposed regional growth strategy under section 436 (4) (b), the facilitator is to provide assistance referred to in subsection (1) (a) of this section if requested to do so

(a) by the proposing board or an affected local government, or

(b) by an electoral area director of the proposing board, if the request is supported by at least 2 other directors.

(4) Once a facilitator becomes involved under subsection (3), the proposing board and affected local governments must provide information as requested by the facilitator and must otherwise cooperate with the facilitator in fulfilling his or her responsibilities.

Acceptance by affected local governments

436 (1) Before it is adopted, a regional growth strategy must be accepted by the affected local governments or, failing acceptance, become binding on the affected local governments under section 440 (6) *[settlement of regional growth strategy in acceptance not otherwise reached]*.

(2) Acceptance of a regional growth strategy by an affected local government must be done by resolution of the local government.

(3) For the purposes of this section, before third reading of the bylaw to adopt a regional growth strategy, the board must submit the regional growth strategy to the following:

(a) the council of each municipality all or part of which is covered by the regional growth strategy;

(b) the board of directors of the South Coast British Columbia Transportation Authority if the regional growth strategy is for the Greater Vancouver Regional District;

(c) the board of each regional district that is adjoining an area to which the regional growth strategy is to apply;

(d) the facilitator or, if no facilitator for the regional growth strategy has been designated, the minister.

(4) After receiving a proposed regional growth strategy under subsection (3), each affected local government must

(a) review the regional growth strategy in the context of any official community plans and regional growth strategies for its jurisdiction, both those that are current and those that are in preparation, and in the context of any other matters that affect its jurisdiction, and

(b) subject to an extension by the facilitator under section 438 (3), within 60 days of receipt either

(i) accept the regional growth strategy, or

(ii) respond, by resolution, to the proposing board indicating that the local government refuses to accept the regional growth strategy.

(5) An acceptance under subsection (4) (b) becomes effective

(a) when all affected local governments have accepted the regional growth strategy, or

(b) at the end of the period for acceptance or refusal under that subsection if, at the end of that period, all affected local governments have not accepted the regional growth strategy.

(6) If an affected local government fails to act under subsection (4) (b) within the period for acceptance or refusal, the local government is deemed to have accepted the regional growth strategy.

(7) In the resolution under subsection (4) (b) (ii), the affected local government must indicate

(a) each provision to which it objects,

(b) the reasons for its objection, and

(c) whether it is willing that a provision to which it objects be included in the regional growth strategy on the basis that the provision will not apply to its jurisdiction, as referred to in section 432 (2).

(8) An affected local government is deemed to have accepted any provision of the regional growth strategy to which it does not indicate an objection under subsection (7).

(9) All affected local governments are entitled to participate in any non-binding resolution processes used to resolve an objection or anticipated objection by an affected local government.

(10) If an area in a regional district is incorporated as a new municipality and the regional district has adopted a regional growth strategy for all or part of the area of the new municipality, the regional growth strategy is binding on that new municipality.

Resolution of anticipated objections

438 (1) Before the end of the 60 days referred to in section 436 (4) (b) *[time for acceptance or refusal]*, the facilitator may require the proposing board and the affected local governments to identify any issues on which they anticipate that acceptance may not be reached.

(2) If an issue is identified under subsection (1),

(a) the facilitator may require the proposing board and the affected local governments to send representatives to a meeting convened by the facilitator for the purpose of clarifying the issues involved and encouraging their resolution, and

(b) the proposing board and the affected local governments must provide information as requested by the facilitator and must otherwise cooperate with the facilitator in fulfilling his or her responsibilities.

(3) For the purposes of this section, the facilitator may extend the period for acceptance or refusal under section 436 (4) (b) before or after the end of that period.

Resolution of refusal to accept

439 (1) The proposing board must notify the minister in writing if an affected local government refuses to accept a proposed regional growth strategy.

(2) After being notified under subsection (1), the minister must

(a) require a non-binding resolution process to attempt to reach acceptance on the regional growth strategy, or

(b) if satisfied that resolution using a non-binding resolution process under paragraph (a) is unlikely, direct that the regional growth strategy is to be settled under section 440.

(3) If requiring a non-binding resolution process under subsection (2) (a), the minister

(a) must, at the time of requiring the non-binding resolution process, specify a time period within which the parties must begin the resolution process, and

(b) may, before or after the resolution process has begun, specify a time period within which the parties must conclude the resolution process.

(4) The choice of non-binding resolution process under subsection (2) (a) is to be determined by agreement between the proposing board and the affected local government or governments that refused to accept the regional growth strategy but, if the minister considers that these parties will not be able to reach agreement, the minister must direct which process is to be used.

(5) Any affected local government may participate in a non-binding resolution process under this section.

(6) Unless otherwise agreed by these parties, the fees of any neutral person participating in the non-binding resolution process and the administrative costs of the process, other

than the costs incurred by the parties participating in the process, are to be shared proportionally between the proposing board and the affected local governments that participate in the process on the basis of the converted value of land and improvements in their jurisdictions.

(7) An affected local government is deemed to have accepted the provisions of the regional growth strategy that were not changed as a result of a resolution process under subsection (2) (a).

(8) The following apply if changes to a regional growth strategy are proposed as a result of a resolution process under subsection (2) (a):

(a) the regional growth strategy must be submitted again to the affected local governments for acceptance, subject to paragraph (b) of this subsection, in accordance with section 436;

(b) an affected local government may not indicate an objection to a provision it is deemed to have accepted under section 436 (8) *[no previous objection to provision]* or subsection (7) of this section.

(9) If acceptance is not reached within 60 days after a non-binding resolution process under this section is concluded, the regional growth strategy must be settled in accordance with section 440 unless the proposing board and the affected local governments can reach agreement on the provisions of the regional growth strategy before the settlement process is completed.

Settlement of regional growth strategy if acceptance not otherwise reached

440 (1) If acceptance by affected local governments cannot otherwise be reached under this Part, the regional growth strategy is to be settled by one of the following:

(a) peer panel settlement in accordance with section 441 (1);

(b) final proposal arbitration in accordance with section 441 (2);

(c) full arbitration in accordance with section 441 (3).

(2) If more than one affected local government has refused to accept a regional growth strategy, whether the refusals are in relation to the same or different issues, the regional growth strategy is to be settled for all affected local governments in the same settlement proceedings.

(3) The choice of process for settlement is to be determined by agreement between the proposing board and the affected local government or governments that refused to accept the regional growth strategy but, if the minister considers that these parties will not be able to reach agreement, the minister must direct which process is to be used.

(4) Any affected local government may participate in a settlement process under section 441.

(5) During the 60 days after the provisions of a regional growth strategy are settled under section 441, the proposing board and the affected local governments may agree on the acceptance of a regional growth strategy that differs from the one settled.

(6) At the end of the period under subsection (5), unless agreement is reached as referred to in that subsection, the provisions of a regional growth strategy as settled under section 441 become binding on the proposing board and all affected local governments, whether or not they participated in the settlement process.

Options for settlement process

441 (1) As one option, the provisions of a regional growth strategy may be settled by a peer panel as follows:

(a) the panel is to be composed of 3 persons selected from the applicable list prepared under section 442 (1);

(b) the selection of the panel is to be done by agreement between the proposing board and the affected local government or governments that refused to accept the regional growth strategy or, if the minister considers that these parties will not be able to reach agreement, by the minister;

(c) subject to the regulations, the panel may conduct the proceedings in the manner it determines;

(d) the panel must settle the disputed issues of the regional growth strategy and may make any changes to the provisions of the regional growth strategy that it considers necessary to resolve those issues;

(e) the panel must give written reasons for its decision if this is requested by the proposing board or an affected local government before the panel retires to make its decision.

(2) As a second option, the provisions of a regional growth strategy may be settled by final proposal arbitration by a single arbitrator as follows:

(a) the arbitrator is to be selected from the applicable list prepared under section 442 (1);

(b) the selection of the arbitrator is to be done by agreement between the proposing board and the affected local government or governments that refused to accept the regional growth strategy or, if the minister considers that these parties will not be able to reach agreement, by the minister;

(c) subject to the regulations, the arbitrator must conduct the proceedings on the basis of a review of written documents and written submissions only, and must determine each disputed issue by selecting one of the final written proposals for resolving that issue submitted by one of the participating parties;

(d) the provisions of the regional growth strategy will be as settled by the arbitrator after incorporation of the final proposals selected by the arbitrator under paragraph (c);

(e) no written reasons are to be provided by the arbitrator.

(3) As a third option, the provisions of a regional growth strategy may be settled by full arbitration by a single arbitrator as follows:

(a) the arbitrator is to be selected from the applicable list prepared under section 442 (1);

(b) the selection of the arbitrator is to be done by agreement between the proposing board and the affected local government or governments that refused to accept the regional growth strategy or, if the minister considers that these parties will not be able to reach agreement, by the minister;

(c) subject to the regulations, the arbitrator may conduct the proceedings in the manner he or she determines;

(d) the provisions of the regional growth strategy will be as settled by the arbitrator, who is not restricted in his or her decision to submissions made by the parties on the disputed issues;

(e) the arbitrator must give written reasons for the decision.

General provisions regarding settlement process

442 (1) Lists of persons who may act on a panel under section 441 (1), as an arbitrator under section 441 (2) or as an arbitrator under section 441 (3) are to be prepared by the

minister in consultation with representatives of the Union of British Columbia Municipalities.

(2) Persons who may be included on a list for a panel under section 441 (1) are persons who are or have been elected officials of a local government or who, in the opinion of the minister, have appropriate experience in relation to local government matters.

(3) In the case of a specific regional growth strategy, a person may not be appointed to a panel or as an arbitrator if the person is, or was at any time since the regional growth strategy was initiated, an elected official of the proposing board or of an affected local government for the regional growth strategy.

(4) Subject to a direction by the panel or arbitrator or to an agreement between the parties, the fees and reasonable and necessary expenses of the members of a peer panel or arbitrator and the administrative costs of the process, other than the costs incurred by the parties participating in the process, are to be shared proportionally between the proposing board and the affected local governments that participate in the process on the basis of the converted value of land and improvements in their jurisdictions.

(5) The directors of the electoral areas to which the regional growth strategy is proposed to apply and the Provincial government may make representations in the settlement process, subject to any conditions set by the panel or arbitrator.

(6) The time limit for bringing any judicial review of a decision of a panel or arbitrator under section 441 is the end of the period for agreement under section 440 (5) *[60 days after provisions settled by panel or arbitrator]*.

(7) The minister may make regulations regarding settlement processes under section 441, which may be different for different settlement processes, including regulations

(a) respecting matters that a panel or arbitrator may or must consider,

(b) respecting the authority of a panel or arbitrator to settle a regional growth strategy, and

(c) respecting the authority of a panel or arbitrator to require the cooperation of local governments in relation to the settlement processes.

Making a difference...together

REPORT TO PLANNING, TRANSPORTATION AND PROTECTIVE SERVICES COMMITTEE MEETING OF WEDNESDAY, JANUARY 15, 2020

SUBJECT **Background on Transportation Metrics – Community Need Summary**

ISSUE SUMMARY

To provide background information on the regional transportation metrics identified in the 2020 Community Need Summary – Transportation.

BACKGROUND

As part of the 2019-2022 Transportation Service Planning Process, the 2020 Community Need Summary – Transportation was brought to the October 23, 2019 Transportation Committee. See Appendix A Staff Report: 2019-2022 Transportation Service Planning and Appendix B 2020 Community Need Summary – Transportation.

Metrics were a key point of discussion. The following motion was carried by the Committee:

> *That metrics be presented to the first Transportation Committee in 2020 for further consideration.*

The Capital Regional District (CRD) Regional Transportation Plan (RTP) was adopted by the CRD Board in 2014. The RTP identifies regional transportation mode share targets to a horizon year of 2038. These regional mode share targets are as follows:

Transit	12%
Walking	15%
Cycling	15%

The cumulative 42% regional active transportation and transit mode share target was considered an inspirational target given the region was sitting at 22.4% at the time the report was written.

The transit mode share target was established by the Province through its Provincial Transit Plan and the active transportation targets were established through the Regional Pedestrian and Cycling Master Plan (PCMP) process. The PCMP included targets of 25% for walking and cycling for urban areas resulting in a 62% mode share target for urban areas of the region. However the exact geographies of the urban locations was never defined.

The most recent regional mode share data available, sourced through the 2017 CRD Origin Destination Household Travel Survey, shows a mode share for active transportation and transit of 26.6%. Comparative mode share in the Regional Planning Area since 2011 for residents 11+, shown in the below table, demonstrates movement towards the approved targets.

Travel Mode	**2001**	**2006**	**2011**	**2017**
Transit	6.9%	7%	6.5%	7.8%
Bicycle	2.6%	3.5%	2.7%	5.1%
Walk	11.7%	10%	13.2%	13.7%
Total Active and Transit	21.2%	20.5%	22.4%	26.6%

The urban regional active transportation and transit target is well below that of the City of Victoria which has identified a very ambitious target of 80% for active transportation and transit modes by 2030 yet is higher than that of the District of Saanich which has set a target of 50% by 2050.

New mode share data will not be available until 2022, when the next Origin and Destination Household Survey is scheduled for completion.

ALTERNATIVES

Alternative 1
That the Background on Transportation Metrics – Community Need Summary report be received for information.

Alternative 2
That the Background on Transportation Metrics – Community Need Summary report be referred back to staff for further information based on Committee direction.

IMPLICATIONS

Environmental & Climate Implications
The CRD has declared a climate emergency and is working from different fronts to reduce the carbon footprint of the region. Transportation remains the biggest carbon emitter in the region and as such efforts to decrease the number of people travelling in single occupancy vehicles and minimizing the need for longer travel trips continues to be a priority.

Decreasing the carbon footprint of transportation in the region is a cornerstone to climate planning. Substantial increases in the mode share of active transportation and transit is an important measure to mitigate the region's carbon footprint. Achieving the 2038 target for active transportation and transit mode shares supports the region's broader climate change targets.

Financial Implications
Moving more people to active transportation and transit will come with significant costs as service levels and infrastructure would need to be greatly improved to meet targets. The financial responsibility for these changes rests with all levels of government. Measuring mode share requires ongoing investment of regional funds to complete Origin Destination Household Travel Surveys every five or six years.

Alignment with Board & Corporate Priorities
The 2020 Community Need Summary – Transportation identifies a target to achieve a transportation system that sees 42% of all trips made by walking, cycling and transit by 2038. Transportation continues to be a CRD Board priority. An initiative identified through 2019-2022 Board Priorities planning is to work with government/community partners to plan for and deliver an effective long term regional multi-modal system and to increase use of public transit, walking and cycling.

Alignment with Existing Plans & Strategies
The regional mode share targets are the cornerstone of the RTP and are reflected in the 2018 Regional Growth Strategy (RGS). Any changes to the region's mode share targets would require a review of the actions and policies identified in the RTP. Resources would be required to

complete this review. Such a review would certainly identify that very significant investments and societal changes would be required to achieve higher mode share targets. The RGS transportation target would need to be amended to reflect any changes to the regional mode share targets.

Intergovernmental Implications
The Victoria Regional Transit Commission (VRTC) is giving consideration to increasing the transit mode share target from 12% to 15% with the addition of unique sub-regional targets. Similarly some partner municipalities have established more ambitious transit targets through their internal planning processes with Saanich setting a 20% target and Victoria a 25% target. If the VRTC were to adopt a new transit mode share target, the regional mode share target would need to be adjusted accordingly.

CONCLUSION

Transportation continues to be a CRD Board priority. Staff were directed to report back to the Committee with an update on transportation metrics. In 2014 the CRD Board approved a combined mode share target of 42% for active transportation and transit to a horizon year of 2038. The most recent 2017 mode share numbers show a 26.6% active and transportation mode share. The mode share targets are trending upwards. This report was provided for information.

RECOMMENDATION

That the Background on Transportation Metrics – Community Need Summary report be received for information.

Submitted by:	Emily Sinclair, MCIP, RPP, Senior Manager, Regional and Strategic Planning
Concurrence:	Kevin Lorette, P.Eng., MBA, General Manager, Planning and Protective Services
Concurrence:	Robert Lapham, MCIP, RPP, Chief Administrative Officer

Appendices

Appendix A - Staff Report: 2019-2022 Transportation Service Planning
Appendix B - 2020 Community Need Summary – Transportation

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PPS/RSP-2019-18

REPORT TO THE TRANSPORTATION COMMITTEE
MEETING OF WEDNESDAY, OCTOBER 23, 2019

SUBJECT **2019-2022 Transportation Service Planning**

ISSUE

To provide the Transportation Committee with an overview of relevant initiatives undertaken by Regional and Strategic Planning in relation to transportation in 2019 and planned for 2020 to deliver on approved Board Priorities and the Corporate Plan.

BACKGROUND

The Board completed its strategic planning early in 2019 and subsequently approved the *Capital Regional District (CRD) Board Strategic Priorities 2019-2022*. Top priorities included:

1. Community Wellbeing – Transportation & Housing
2. Climate Action & Environmental Stewardship
3. First Nations Reconciliation
4. Advocacy, Governance & Accountability

Following Board confirmation of priorities, staff prepared the 2019-2022 CRD *Corporate Plan* to identify potential initiatives to advance Board priorities. The Corporate Plan also identified initiatives to deliver on the CRD's established service mandates, approved plans and corporate priorities. Progress on the priorities is reported quarterly under the corporate priorities dashboard.

The Corporate Plan identified six initiatives under *Community Wellbeing – Transportation,* that fall under the Transportation Committee's mandate*.* Appendix A Community Needs Summary – Transportation identifies core service levels and new initiatives proposed for 2020.

The Service Planning process gathered information necessary to assemble a provisional budget for Committee and Board review. The purpose of this report is to explain how the Regional and Strategic Planning provisional budget connects to Board Priorities and the Corporate Plan.

A staff report (Appendix B) outlines the 2019-2022 Service Planning and Budget Process and was received at the October 2, 2019 Governance and Finance Committee.

ALTERNATIVES

Alternative 1:

That the Transportation Committee recommends to the Capital Regional District Board:

> That the initiatives proposed in the provisional budget related to the Transportation Committee mandate (Appendix A: *Community Needs Summary –Transportation)* be advanced to the October 30, 2019 Provisional Budget review process.

Alternative 2:

That the Transportation Committee recommends to the Capital Regional District Board:

> That the initiatives proposed in the 2020 provisional budget related to the Transportation Committee mandate (Appendix A: *Community Needs Summary –Transportation*) be referred back to staff for additional information.

DISCUSSION

Initiatives identified in the Corporate Plan (including Board Priorities) cannot be undertaken without resourcing. The Board determines resourcing through its annual review and approval of financial plans. To support the Board's decision-making, staff, through the service planning process, provide recommendations on funding, timing and service levels.

FINANCIAL IMPLICATIONS

All Transportation initiatives identified in Appendix A – Community Need Summary are funded through Regional and Strategic Planning and the Traffic Safety Commission core budgets and reserve transfers. Inclusion of proposed new initiatives would have no new budget implications for 2020.

2a-1
CRD staff will continue to work closely with the Ministry of Transportation and Infrastructure (MoTI) and BC Transit staff on both the technical working group and steering committee of the South Vancouver Island Multi-Modal Transportation Plan. This work is being done with existing resources.

2a-2
CRD staff continue to engage with MoTI staff on both the E and N corridor assessment and the freight and commuter service assessments. This work is being done with existing resources.

2b-1
CRD staff continue to work with staff from municipal governments, electoral areas, BC Transit, MoTI and other provincial government departments and crown corporations to advance multi-modal transportation initiatives in the region. The CRD coordinates regional transportation meetings and seminars amongst all key partners. This work is being done with existing resources.

2b-2
Each year the CRD works with five schools from across the region to encourage children and their caregivers, staff and the local community to choose active transportation trips as part of their daily routines. CRD staff work very closely with municipal and electoral area partners, and the school community to achieve an uptake in active transportation. This work is being done with existing resources.

2c-1
Each year the CRD delivers cycling and traffic counts for key transportation corridors across the region. This is done through a combination of automated counters and a dedicated pool of over 100 community volunteers. The data is shared on publically accessible websites and is widely used in decision making and reporting by both public and private sector organizations. There is also a high demand for this data from academic institutions undertaking localized research studies. Additional data is collected on less regular cycles including the extensive Origin and Destination Household Travel Survey that provides regional and municipal mode share splits and a wealth of data on how residents move across the region. This work is being done with existing resources.

2d-1
The CRD oversees the operation of the CRD Traffic Safety Commission which delivers transportation education and marketing campaigns. The Commission is made up of experts in transportation safety from such entities as the Coroners Service, the Chief Medical Office, ICBC, municipal police forces, RCMP, media experts and school board staff. This work is being done with existing resources.

BOARD PRIORITY IMPLICATIONS

Transportation initiatives advance Board priorities and the Corporate Plan. Board approval of the budget/financial plans will enable staff to effectively and efficiently deliver services as outlined in the Board's priorities and Corporate Plan.

CONCLUSION

Effectively and transparently aligning financial planning to Board Priorities/Corporate Plans is considered a governance best-practise. Regional and Strategic Planning Initiatives that advance Board priorities and the Corporate Plan will be funded through the division and Traffic Safety Commission core budgets and transfers from reserves. Regional and Strategic Planning has identified no new budget implications for 2020.

RECOMMENDATION

That the Transportation Committee recommends to the Capital Regional District Board:

> That the initiatives proposed in the provisional budget related to the Transportation Committee mandate (Appendix A: *Community Needs Summary –Transportation*) be advanced to the October 30, 2019 Provisional Budget review process.

Submitted by:	John Hicks, MCIP, RPP, Transportation Planner, Regional & Strategic Planning
Concurrence:	Kevin Lorette, P.Eng., MBA, General Manager Planning & Protective Services
Concurrence:	Nelson Chan, MBA, CPA, CMA, Chief Financial Officer
Concurrence:	Robert Lapham, MCIP, RPP, Chief Administrative Officer

JH:tt

Attachments: Appendix A: 2020 Community Needs Summary – Transportation
Appendix B: 2019-2022 Service Planning and Budget Process

Making a difference...together

COMMUNITY NEED SUMMARY

Transportation

Strategy

Target Outcome

We envision that residents have access to convenient, green and affordable multi-modal transportation systems that enhance community well-being.

Related Strategies

- Regional Transportation Plan
- Regional Housing Affordability Strategy
- Regional Growth Strategy

Core Service Levels

- Conduct annual bicycle and vehicle counts and provide public access to data
- Apply regional transportation data model to regional and sub-regional projects, on demand
- Contribute data and expertise to support inter-jurisdictional transportation projects and initiatives
- Implement and monitor the Regional Transportation Plan including the Pedestrian and Cycling Master Plan
- Fulfill custom information, data and mapping requests, on demand
- Conduct special studies as directed
- Provide support, expertise and information to CRD divisions and departments, etc.
- Enable the CRD, local governments and other agencies to advance active transportation infrastructure and programming
- Deliver active school travel planning services
- Undertake safety education campaigns
- Facilitate evidence based research on safety initiatives and work with partners to apply

#	Initiatives	Description	Implement-ation Year	New FTEs For 2020	Budget Impact
2a-1	Multi-modal Transportation System	Work with government/community partners to plan for & deliver an effective, long-term multi-modal transportation system & to increase use of public transit, walking & cycling	2020		Already funded
2a-2	E&N Corridor	Protect the E&N Corridor as a transportation corridor & participate in a Provincial working group to come to agreement on the future use of the E&N corridor	2019		Already funded
2b-1	Partner Collaboration for Multi-modal Transportation	Collaborate with partners to increase the number of people walking, biking or taking the bus	2019		Already funded
2b-2	School Transportation Planning	Deliver active & safe routes to school planning services	2019		Already funded
2c-1	Regional Transportation Data	Enhance collection & dissemination of regional transportation data	2019		Already funded
2d-1	Traffic Safety Education	Collaborate with stakeholders to provide traffic safety education	2020		Already funded

Business Model

Value Proposition

The Regional and Strategic Planning division collaborates with municipalities, electoral areas and provincial agencies to improve inter-municipal transportation for people and goods movement. The division collects and disseminates transportation data and is responsible for the Regional Transportation Plan. The division also provides administrative oversight of the Traffic Safety Commission and delivers school travel planning services.

Who Contributes

- All municipalities
- All EAs
- Tsawout Nation
- Songhees Nation

Metrics

Metric #1

Target: Achieve a transportation system that sees 42% of all trips made by walking, cycling and transit by 2038.

Current Status: Progress is being made toward this target. The past three Origin Destination Surveys show steady increases in active transportation and transit mode share over the past decade and is currently at 26.7%.

Metric #2

Target: Five schools to participate in the regional active and safe routes to school travel planning process each year.

Current Status: This target has been achieved.