

Draft RSS - Targets Backgrounder

To be read in conjunction with the Draft CRD Regional Sustainability Strategy (RSS) Feedback Form.

Part C: Targets

Targets are a concrete way to represent what we mean by the vision and are an important tool for measuring progress towards achieving the vision. It will take all of us – the CRD, local, provincial and federal governments, as well as community groups, businesses and individuals – to transform the region by choosing policies, programs and lifestyles that support the targets. Your input will help political decision-makers decide how ambitious the targets should be.

All targets relate to a 2038 timeline, unless stated otherwise.

1. Climate & Greenhouse Gases

1.1 GHG Emissions Reduction Target

- *By 2020 reduce region-wide community-based greenhouse gas emissions by 33%*
- *By 2038 reduce region-wide community-based greenhouse gas emissions by 61%*

Why is this target being proposed?

The need to significantly reduce total GHG emissions is urgent to reduce the impacts of climate change. The Capital Region is especially vulnerable to increased severe weather events, sea level rise, flooding, and drought.

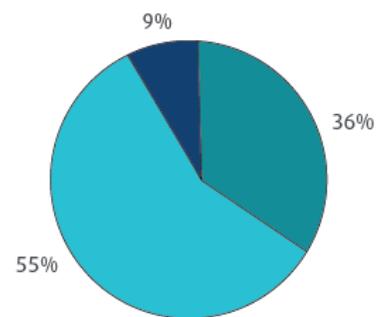
Current context

Between 2007 and 2010, region-wide community-based GHG emissions remained the same – they neither increased nor decreased. Current status is based on the best available information provided in the Province of BC’s 2007 and 2010 Community Energy & Emissions Inventories (CEEI, 2014). CEEIs include emissions from transportation, buildings and waste. They do not include marine, rail or air transportation within local government boundaries.

Proposed policies and services that support achieving this target include:

- Reduce energy demand
- Increase energy efficiency
- Reduce waste and use it as an energy source
- Encourage fuel-switching from fossil fuels to renewable energy sources

2010 GHG Emissions Sources (Total for the CRD)



Source: Community Energy & Emissions Inventory (CEEI), Province of BC



2. Communities

2.1 Dwelling Unit Growth Target

Locate 30% of new growth (dwelling units) in walkable, bikeable, transit serviced communities that provide a variety of housing types and tenures close to places of work, shopping, learning, recreation, parks and green space.

Why is this target being proposed?

Locating more housing in close proximity to jobs, shopping, learning, recreation, parks and green spaces allows for: more convenient and cost-effective transit service, more walking and cycling and increased viability of local businesses. The Draft RSS proposes focusing growth in areas characterized by the most intense forms of urban development. (See map above.) Focusing growth in centres helps keep infrastructure costs affordable, reduces development pressure on rural and natural resource lands and supports equitable access to housing, services and amenities for all residents.

Current context

Between 2003-2014, 28 % of dwelling unit growth within the region was located within a Growth Centre. The Growth Containment Area (GCA) is a defined area within the region where urban growth is to be contained and where full urban services can be provided. Within the GCA, the draft RSS proposes that growth be focused in key locations called Growth Centres.

Proposed policies and services that support achieving this target include:

- Focus medium to high density residential employment development in Growth Centres
- Focus public investment to support growth and enhance livability in Growth Centres

The infographic above shows approximate locations for each Growth Centre:

The **Growth Containment Area (GCA)** is a defined area within the region where urban growth is to be contained and where full urban services can be provided. Within the GCA, growth will be focused in key locations called Growth Centres.

Four types of **Growth Centres** are identified, reflecting a range of land use densities and mixes. These areas are intended for the most intense forms of urban development in the region and are intended to evolve as complete communities with a range of housing types, jobs, services and amenities.

2.2

Sub-regions of the Capital Regional District



2.2 Jobs/Population Target

- Achieve a jobs/population ratio of:
 - 0.61 in Core Area
 - 0.53 in Saanich Peninsula
 - 0.36 in West Shore

Higher ratios mean that there are more jobs located close to housing.

Why is this target being proposed?

Locating jobs and housing in close proximity supports the vitality and development of complete communities. It will also likely reduce trip distances, especially for the journey to work, which in turn has numerous benefits:

- walking, cycling and transit become more attractive travel choices
- access to jobs is more affordable and convenient, especially for low-to-moderate income households
- GHG emissions, poor air quality, road congestion and transportation fuel consumption and costs are reduced
- overall quality of life can be improved due to shorter commute times.

Current context

In 2014, the jobs/population ratio by sub-region was:

- 0.59 in the Core Area
- 0.53 in the Saanich Peninsula
- 0.31 in the West Shore

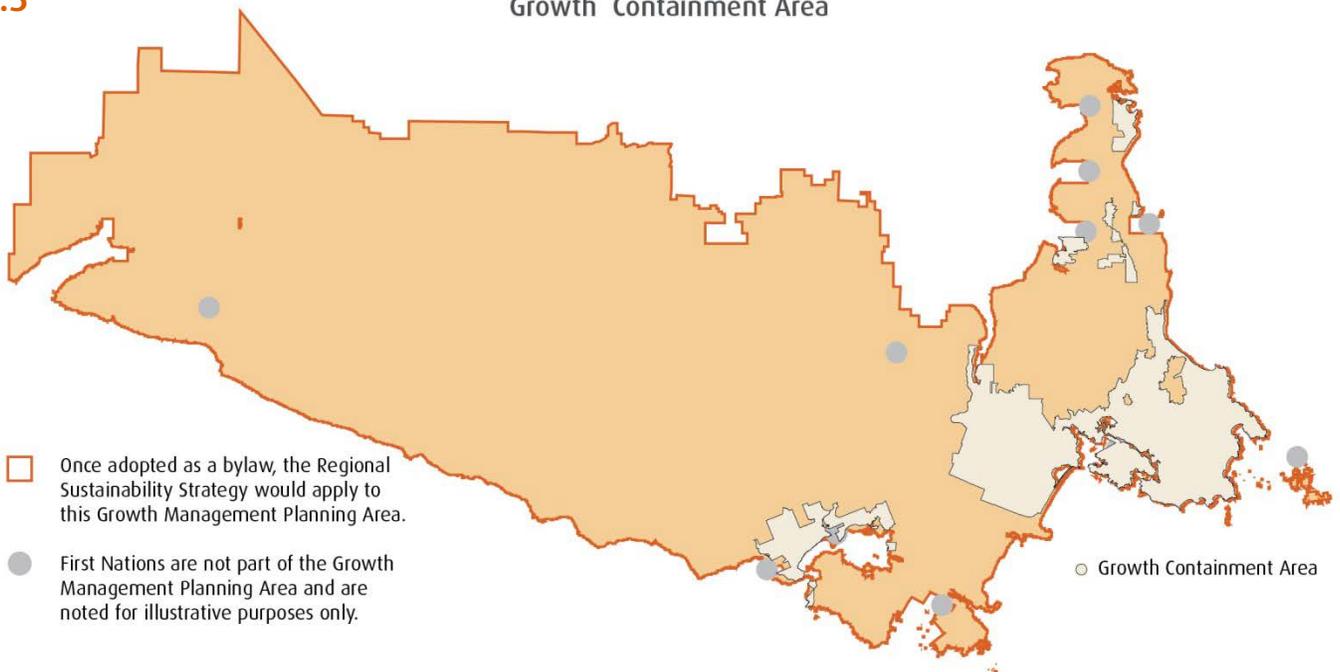
Proposed policies and services that support achieving this target include:

- Support provision of infrastructure and services to accommodate employment growth in Growth Centres and on General Employment Lands.
- Protect lands for industrial purposes, including marine-based industries.

The infographic above identifies the three sub-regions of the CRD.

2.3

Growth Containment Area



2.3 Growth Management Target

- *Locate 90% of new dwelling units within the Growth Containment Area*

Why is this target being proposed?

Containing growth within the Growth Containment Area was a key foundation for managing growth within the region and reducing sprawl. The 2003 Regional Growth Strategy set a target of 90% of new dwelling units being located within the Regional Urban Containment Servicing Policy Area (RUCSPA).

Current context

From 2003-2014, approximately 80% of new dwelling units were within the Growth Containment Area. Lands in rural areas (outside the Growth Containment Area), are already zoned and have existing development potential.

Proposed policies and services that support achieving this target:

- Sewer services may only be provided to lands within the Growth Containment Area with exceptions only for pressing public health, public safety or environmental reasons.
- Development potential is to be capped to that in place in local Official Community Plans in place at the time of adoption of the Regional Sustainability Strategy.
- Please note that once adopted, the Regional Sustainability Strategy and its policies and actions will not apply to First Nations Reserves or future Treaty Settlement Lands.

The infographic above identifies the location of the Growth Containment Area in the Draft RSS.

3. Mobility

3.1 Active Transportation and Transit Target

- *Achieve a transportation system that sees 42% of all trips made by walking, cycling, and transit.*

Why is this target being proposed?

One way to reduce greenhouse gas emissions due to travel within the region is to encourage people to use modes of transportation that produce few or no emissions. Walking and cycling produce no emissions; transit produces few. Increasing the share of trips made by walking, cycling and transit increases access to jobs, goods, services and amenities for all residents. Walking and cycling also provide significant health benefits.

Current context

The way people travel throughout the region has not changed significantly since 2001 (see Exhibit A.7). In 2011, approximately 23% of daily trips were made by walking, cycling and transit.

Proposed policies and services that support achieving this target include:

- Increase investment in pedestrian and cycling facilities
- Focus growth in communities already supported by high levels of transit services.

EXHIBIT A.7 Daily CRD Mode Shares

TRAVEL MODE	2001	2006	2011*
Auto Driver and Passenger	78%	78%	77%
Transit	7%	7%	6%
Cycling	3%	4%	3%
Walking	12%	10%	13%
Other	1%	2%	1%

NOTES

Trips within regional planning area and by population over 11 years of age.

Source: 2011 CRD Household Travel Survey – Daily Travel Characteristics Report

* Some variation from previous surveys is likely due to considerable methodological changes.

Source: CRD Regional Transportation Plan

3.2 Zero Emission Vehicles Target

- *Achieve a community vehicle fleet composed of 72% zero emission vehicles*

Why is this target being proposed?

Transportation is the most significant cause of GHG emissions in the region. Shifting to more sustainable transportation modes (walking, cycling and transit) and reducing frequency and lengths of trips, will not, on their own, be sufficient to reduce transportation-related GHG emissions to meet proposed targets. Switching to zero-emission vehicles (ZEVs) would speed reduction in GHG emissions because on average, the fleet of consumer cars turns over every 13 years. Other actions that will reduce GHG emissions, such as good land use planning, green building standards and retrofits, and infrastructure and service change have longer timeframes for change. With appropriate incentives in place for consumers, switching to zero-emission vehicles can happen relatively quickly. ZEVs will allow those who use personal vehicles to address mobility needs without significant impact on GHG emissions. The CRD's Round Table on the Environment has estimated that 72% of the community fleet needs to be ZEVs in order to reach GHG emission reduction targets.

Current context

In the lower Vancouver Island and Gulf Islands (ICBC's territory W), there were 222 EVs registered as of October 2014. That's out of 1381 total EVs registered in the province. [Charlotte Argue at Fraser Basin Council]

Proposed policies and services that support achieving this target include:

- Invest in supportive transportation infrastructure and facilities
- Develop strategies and action plans to achieve net zero emissions from CRD corporate fleet

Note that many of the key influences on the ability to achieve this target are outside the control of local government.

3.3 Core Housing Need Target

- Reduce the number of households in core housing need by 25% from 2011 levels

Why is this target being proposed?

Access to affordable, adequate and appropriate housing is a key determinant of health. A 25% reduction in the percentage of households in core housing need should be achievable, assuming a continuation of Canadian housing policies in place over the past 30 years operating at the federal, provincial and municipal levels.

Current context

In 2011, 15% of households (20,870) in the Victoria Census Metropolitan Area were in core housing need. Almost 30% of renters compared to 7% of owners are in core housing need. A reduction of 25% would mean that by 2038, 11% of all households in the region would be in core housing need. (All percentages are rounded)

Proposed policies and services that support achieving this target include:

- Continue to provide affordable housing through a collaborative approach with municipalities, provincial agencies and the non-profit sector.

Note that many of the key influences on the ability to achieve this target are outside the control of local government.

4. Wellbeing

4.1 Poverty Reduction Targets

- Reduce the poverty rate by 75%

Why is this target being proposed?

Poverty is symptomatic of social inequities. Those living in poverty struggle to make ends meet, care for family members, take part in community life and fulfill their aspirations. The proposed target is informed by a 2008 research report prepared by the Canadian Centre for Policy Alternatives (*A Poverty Reduction Plan for BC*) which recommends a provincial reduction of 75% within a decade.

Current context

Based on the National Household Survey (NHS), after tax low income measure (LIM-AT), 13% of people living within the Growth Management Planning Area are living in poverty. LIM-AT is set at half the median of adjusted household after-tax income. (Source: Statistics Canada NHS 2011). Reducing the rate of low income persons by 75% means that the rate would drop to 3% by 2038.

Proposed policies and services that support achieving this target include:

- Support the provision of affordable housing and transportation options
- Encourage new jobs to locate in the region that pay at least a living wage.

Note that many of the key influences on the ability to achieve this target are outside the control of local government.

4.2 Core Housing Need Target

- Reduce the number of households in core housing need by 25% from 2011 levels

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Proposed policies and services that support achieving this target include:

- Continue to provide affordable housing through a collaborative approach with municipalities, provincial agencies and the non-profit sector.

Note that many of the key influences on the ability to achieve this target are outside the control of local government.

Core housing need is a measure of households that cannot afford market housing with their own sources of income (i.e., housing costs are not subsidized).

5. Jobs Target

- Increase full time jobs at the same or greater rate than the rate of labour force growth

Why is this target being proposed?

Full-time jobs typically pay more than part-time jobs and provide greater income stability.

Current context

Between 2012 and 2013, the employed labour force decreased by 1.3% and full-time jobs decreased by 2.2%.

Proposed policies, programs and services that can indirectly influence the increase in full-time jobs in the region include:

- continuing to invest in high quality infrastructure, public facilities and parks
- protecting the land base for employment purposes
- promoting the region to potential investors

Note that many of the key influences on the ability to achieve this target are outside the control of local government.

6. Agriculture Target

- Retain existing amount of Agricultural Land Reserve (ALR) lands.

Why is this target being proposed?

Maintaining the land base to support farming is essential to supporting farming in the region and to decreasing our dependency on imported foods.

Current context

10,596 ha of ALR land (2014)

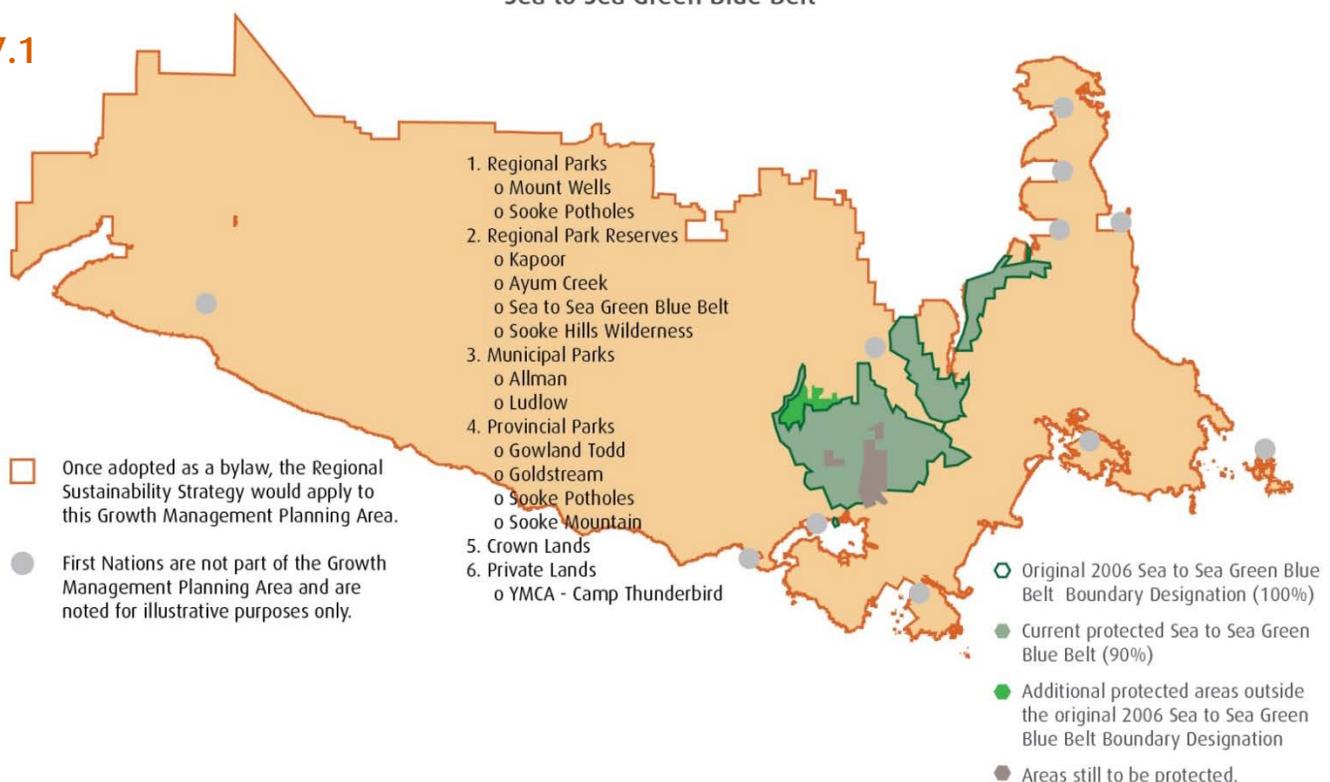
Proposed policies, programs and services that support achieving this target include:

- Reinforce protection of Agricultural Land Reserve lands.
- Support local food production.

The Agricultural Land Reserve is a powerful tool regulated by the province to protect agricultural lands for agricultural purposes.

Sea to Sea Green Blue Belt

7.1



7. Natural Environment

7.1 Sea-to-Sea Green Blue Belt Target

- *Acquire 100% of the Sea-to-Sea Green Blue Belt.*

Why is this target being proposed?

Achieving this target would:

- protect a connected green and blue space system from Saanich Inlet to Sooke Basin and Sooke River, including a large area of Coastal Douglas-fir forest
- provide a large wilderness area close to where many residents live.

Current context

90% of the land for the boundary of the Sea-to-Sea Green Blue Belt has been acquired

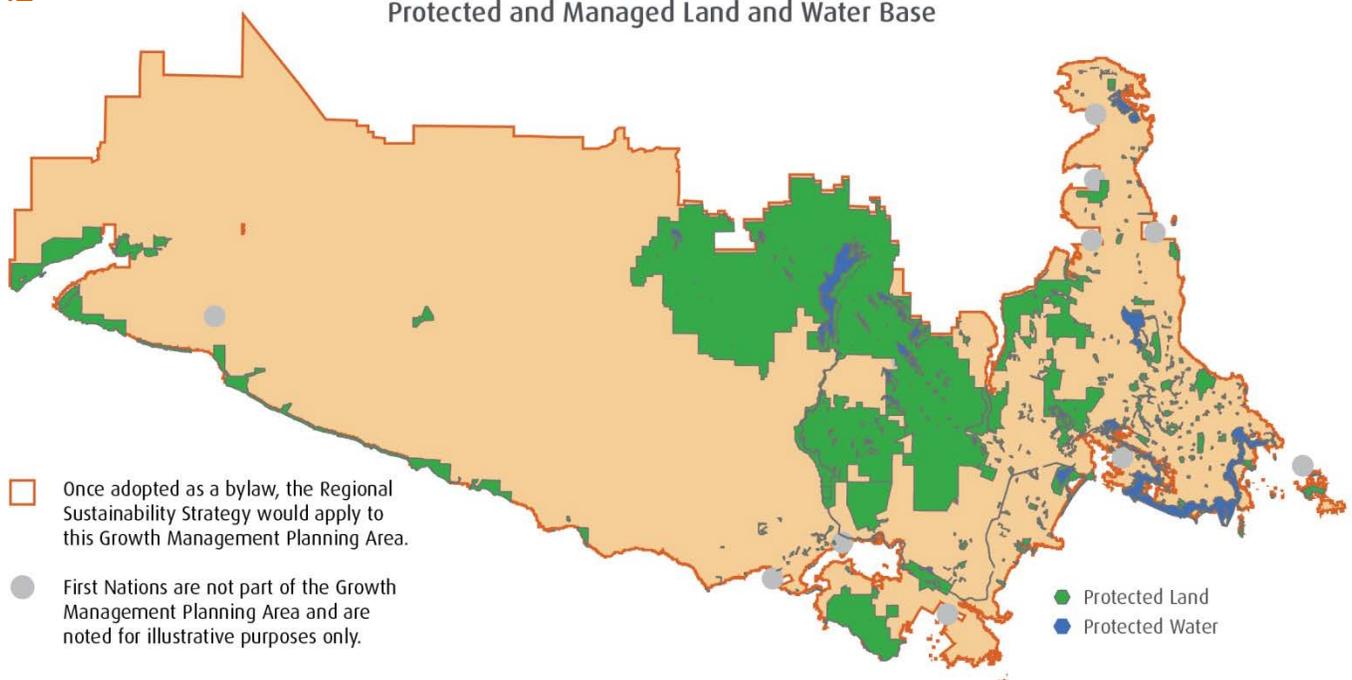
Proposed policies and services that support achieving this target include:

- Maintain the Regional Land Acquisition Fund
- *Continue to purchase land for regional parks in the Sea to Sea Green Blue Belt.*

The above infographic provides a broad overview of Parks currently in the Sea to Sea Green Blue Belt.

7.2

Protected and Managed Land and Water Base



7.2 Conservation of Nature Target

- *At least 50% of the Growth Management Planning Area (GMPA) land and water base is protected or managed for the needs of nature and residents of the region.*

Why is this target being proposed?

The CRD Regional Parks Strategic Plan 2012-2021 advances the idea of *Nature Needs Half* as a foundational principal for regional sustainability. The concept is based on research by conservation biologists who have been examining the question of how much land is needed to sustain life-supporting ecosystem processes and biodiversity benefits including:

- hydrological function and connectivity
- adapting to and mitigating the impacts of climate change.

Many scientists agree that protecting 50% of the land and water base for the conservation of nature provides a viable balance between ecosystem services and economic development. It also supports access to nature for residents.

Current context

Within the GMPA 20 % of the land and water base (40,234 hectares) is designated and managed for the conservation of nature. Additional lands may have various levels of protection, for example through provincial regulations, development permit areas, or covenants.

Proposed policies and services that support achieving this target include:

- Maintain the Regional Land Acquisition Fund and continue to purchase land for regional parks.
- Support development of a connected network of natural areas based on graduated forms of protection and management and collaboration with a wide range of private, public, and non-profit partners.
- Update the Regional Green/Blue Spaces Strategy.

The **Growth Management Planning Area (GMPA)** is identified in the infographic above.

The second infographic describes several types of **land and water base ecological areas** *being managed and connected for the conservation of nature* that could be included when quantifying this target.

8. Infrastructure Target

- *Identify, by 2020, long-term capital plans for CRD utilities and major infrastructure improvements necessary to address the impacts of climate change and natural hazards.*

Why is this target being proposed?

Increased knowledge of the potential impacts of climate change and known natural hazards allows for a better understanding of how to mitigate and prepare for major events or changes through capital replacement programs.

Current context

Current capital planning funds are generally allocated based on current infrastructure assessments, often with little or no consideration of changing sea levels, known natural hazards or other impacts of climate change

Proposed policies and services that support achieving this target include:

- Consider the impact of climate change and natural hazards during development of annual budgets
- Work with emergency managers, land use planners and others as deemed appropriate during capital planning processes for utilities and infrastructure projects to assess needs.

9. Water Target

- *Defer the need for expansion of regional water supply areas or reservoirs.*

Why is this target being proposed?

Deferring expansion of the regional water supply areas and reservoirs encourages the most efficient and cost-effective management of existing systems.

Current context

- Total demand has been declining across the region since 2004.
- Declining demand amongst existing customers is offsetting growth demand in West Shore communities.

Proposed policies and services that support achieving this target include:

- Encourage development of high performance buildings that use water efficiently
- Manage water use through conservation, rainwater capture and greywater re-use.

10. Waste Target

- *Achieve a waste disposal rate no greater than 250 kg per person.*

Why is this target being proposed?

Waste is the third largest producer of community-based GHG emissions in the region, so reducing per capita solid waste will offset GHG emissions. Reducing per capita rates of solid waste will also extend the life of the Hartland landfill site which is projected to reach capacity in 2049 based on current estimates and assuming diversion of kitchen scraps.

Current context

- 367 kg per person (2013)

Proposed policies and services that support achieving this target include:

- Reduce, recycle and recover resources from solid waste.

11. Emergency Preparedness Target

- *By 2018, 100% of municipalities have completed and tested an Emergency Response Plan for a Catastrophic Earthquake.*

Why is this target being proposed?

The largest known natural hazard facing this region is a potential major earthquake which will affect all municipalities in the region, as well as the Juan de Fuca area and our regional infrastructure.

Current context

Emergency Management British Columbia (EMBC) is currently completing a review of its readiness for a catastrophic earthquake, with a report due in March 2015. It is anticipated that EMBC will provide leadership in training and exercising for local emergency programs preparing for a major emergency.

Proposed policies and services that support achieving this target include:

Continue collaboration between the Local Government Emergency Program Advisory Commission (LGEPAC) and EMBC to provide leadership in planning for a catastrophic earthquake

12. Energy Target

- Improve energy efficiency of building stock region-wide by 50% (relative to 2007 levels).

Why is this target being proposed?

GHG emissions from existing houses and buildings represent 36% of total community-based emissions region-wide. Increased energy efficiency will increase our ability to adapt to climate change, will make us more resilient in the face of natural disaster, and will save households and businesses money.

Current context

In 2010, the region's buildings accounted for approximately 553,329 tonnes of CO₂e. [Province of BC 2010 Community Energy and Emissions Inventories CEEI, Feb 20, 2014]

Proposed policies and services that support achieving this target include:

Increase generation of renewable energy, including:

- pursue opportunities to establish clean district energy systems
- Increase energy efficiency and recovery from retrofits and new development, including for CRD buildings

13. Rate of Progress

- All targets relate to a 2038 time line, unless stated otherwise. Now that you have considered *what* our targets should be, please consider *how fast* we should make progress.

Part D: Other Issues

Another issue under discussion relates to a change in policy from the current Regional Growth Strategy regarding the extent of water servicing across the region. (Maps shown below).

Water Servicing Question

Should the water servicing policy be changed to allow for potential water servicing beyond the current growth management boundaries, to accommodate water service throughout all municipalities and to Otter Point, East Sooke and Port Renfrew in the Juan de Fuca Electoral Area, subject to full cost recovery and alternative measures to limit development growth in rural areas?

Background: One objective of the Regional Growth Strategy is to limit development in rural areas and to create complete, compact communities in the urban areas. The current Regional Growth Strategy defines a boundary beyond which the CRD and municipalities have agreed not to extend water services or sewer services, other than in conditions of risk to public health. This policy is included as a means to limit development in rural areas. This boundary is called the Regional Urban Containment Services Policy Area (RUSCPA) in the Regional Growth Strategy; it is called the Growth Containment Area in the Draft RSS (see maps above).

A change in policy is being considered in the Draft RSS to allow water servicing beyond this boundary, but not sewer services. Alternative measures to limit growth in rural areas have been included in the Draft RSS. The proposal would allow water services to be extended throughout all municipalities and in three communities in the Juan de Fuca Electoral Area (East Sooke, Otter Point, Port Renfrew) provided that:

- Official community plans place clear caps on subdivision and development potential
- Recipients of water services pay the full cost of any pipes or other infrastructure components.

This change is being considered because:

- Water lines already exist beyond this boundary in some municipalities;
- The new areas where water services could be extended to have been low growth and anticipated to be low growth in future
- Some communities outside the servicing boundaries are requesting water services;
- Minor extensions can improve the quality of water service and be more economical.

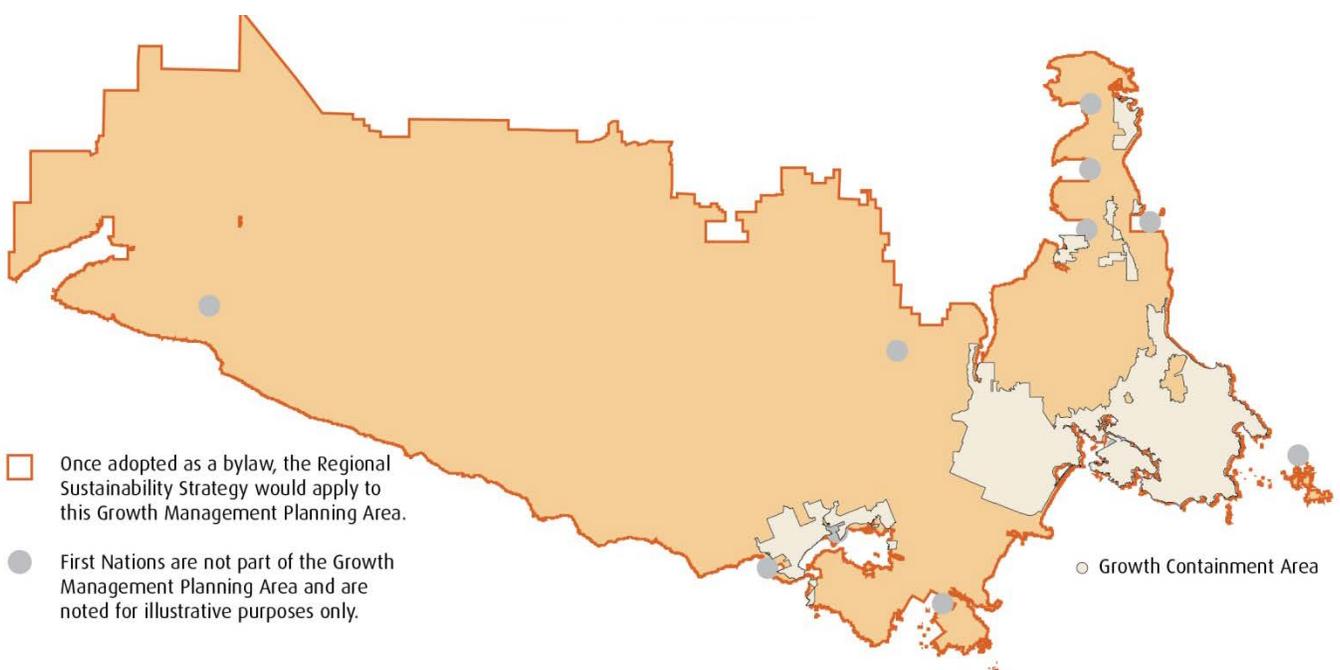
*Related maps shown below

Regional Urban Containment and Servicing Policy Area (in the current Regional Growth Strategy) The area contained within a regulatory boundary (an urban containment boundary) marking the limit between a defined urban growth and servicing area and other areas such as rural and resource areas, where urban growth is discouraged.

Growth Containment Area (in the Draft Regional Sustainability Strategy)...identifies lands that will be supported for housing and employment growth. These are the areas where major new regional transportation and liquid waste service investments will be directed...The boundary of the GCA reinforces protection of agricultural lands, natural environments, natural resource lands and rural areas.

Part D

Draft Regional Sustainability Strategy Growth Containment Area



Part D

Regional Growth Strategy Regional Urban Containment Policy Area (RUCSPA)

