

File: 1310-40

December 12, 2019

Via email: [kmorley@crd.bc.ca](mailto: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"**

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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 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 policies 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 policies 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 ensure 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 encourages 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 9<sup>th</sup> 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



**The Corporation of the District of Saanich**

## Report

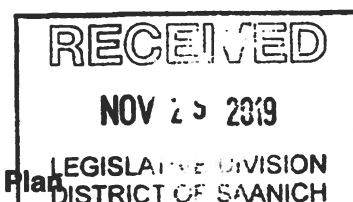
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**To:** Mayor and Council

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

**Date:** November 28, 2019

**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, WJOLELP (Tsartlip) First Nation, BOKECEN (Pauquachin) First Nation, STAUTW (Tsawout) First Nation, WSIKEM (Tseycum) First Nation, MALEXEL (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, WJOLELP (Tsartlip) First Nation, BOKECEN (Pauquachin) First Nation, STAUTW (Tsawout) First Nation, WSIKEM (Tseycum) First Nation, MALEXEL (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:<br><b>Complete</b> | 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 Hvozdzanski  
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"

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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 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 policies 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 policies 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 ensure 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 encourages 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 8<sup>th</sup>, 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



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



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

## Attachment C



### The Corporation of the District of Saanich

## Report

*C Nov 4 2019*

**To:** Mayor and Council  
**From:** Sharon Hvozdzanski, 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, WJOLELP (Tsartlip) First Nation, BOKECEN (Pauquachin) First Nation, STAUTW (Tsawout) First Nation, WSIKEM (Tseycum) First Nation, MALEXEL (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

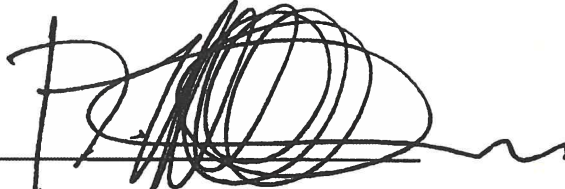
Approved by:   
Sharon Hvezdanski  
Director of Planning

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**

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