



## District of North Saanich

# STAFF REPORT

To: Rob Buchan  
Chief Administrative Officer

Date: November 1, 2016

From: Coralie Breen  
Senior Planner

File: 6440-20; 6480

Re: Area 1 (McTavish) and Area 2 (Tsehum) - Options for Changes

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### **RECOMMENDATION:**

That Council direct staff to proceed with one of the options outlined in this staff report (November 1, 2016).

### **STRATEGIC PLAN IMPLICATIONS:**

This matter relates to the following Council strategic priorities:

*Protect and Enhance Rural, Agricultural, Heritage, Marine and Environmental Resources*

The Official Community Plan (OCP) states that the vision statement should be considered as the foundation or cornerstone of the principles for OCP direction on land use. The vision is to:

*Retain the present rural, agricultural and marine character of the community.*

DNS Strategic Plan Goal and Initiatives:

*Housing policies that support local and regional initiatives*

*32 After completion of the CRD Housing Gap Analysis and the MLA's affordable housing initiative, hire a consultant to prepare an affordable housing policy*

*33 Staff to prepare a report outlining options for addressing Council's concerns regarding growth areas established by Bylaw 1352*

### **SUBJECT AREAS 1 (MCTAVISH) & 2 (TSEHUM):**

The District of North Saanich is 9,109 acres (3,636 ha) in total land area. Area 1 (McTavish) is 93 acres (38 ha) and Area 2 (Tsehum) is 179 acres (73 ha) (see *Figure 1.0*). The District has 4,643 lots (476 undeveloped lots). Area 1 has 284 lots (14 undeveloped) and Area 2 has 3 lots undeveloped (specified R-2 zones). Guest cottage and secondary suites build-out capacity is approximately 1,277 guest cottages and 3,384 secondary suites (21 currently registered).

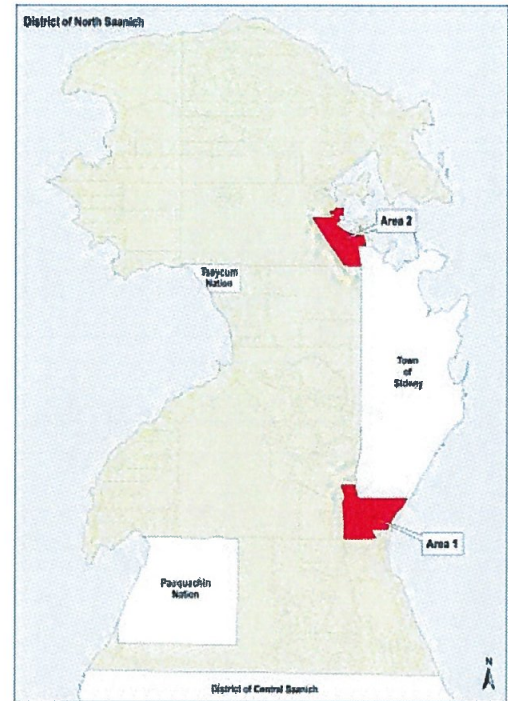
## **INTRODUCTION/BACKGROUND:**

As per Council resolution 337, the purpose of this staff report is to provide options for Council to consider in order to make changes involving Areas 1 (McTavish) and 2 (Tsehum). Areas 1 and 2 are shown in Figure 1.0 above and profiled in *Appendices A, B, and C* which are attached to this staff report.

The Community Survey Final Report is provided as *Appendix D* for background information. The primary objective of the survey was to obtain feedback on the core community values and goals reflected in the Official Community Plan (OCP), and on whether Area 1 (McTavish) and Area 2 (Tsehum), as currently defined, are consistent with those values. The Regional Growth Strategy (September, 2016) is attached as *Appendix E* for further background information.

Results of the online and telephone survey indicate that North Saanich residents are highly supportive of all nine objectives in the Official Community Plan (OCP). These objectives are meant to provide the framework for future land use patterns. Furthermore, nine-in-ten (90%) respondents say they support the cornerstone objective of the OCP: *Retain the present rural, agricultural and marine character of the community.*

**Figure 1.0 Area 1(McTavish) and 2 (Tsehum)**



Additionally, 81-82% of online survey respondents and 89% of telephone respondents either strongly support or somewhat support the following OCP Objectives:

- *Ensure that long-term residential development of the community will retain the character of current neighbourhoods while responding to the need for seniors' and affordable housing*
- *Support the concept of socially inclusive and culturally diverse community while promoting the protection of heritage values.*

The options presented in this staff report consider the community survey respondents support for different approaches and housing types in making changes in Areas 1 and 2. These changes impact the number, type, location and other characteristics (or the variables). Respondents indicated the following:

- 47% of telephone survey respondents stated the desired approach from Council is to make some changes to the number, type, location or other characteristics of the increased density housing areas.
- 33% said take no action.
- 17% wanted Bylaw 1352 repealed.
- 83% of responses stated their opinion on issues in Areas 1 and 2 does not differ significantly. There is limited area within Area 2 to re-develop or develop, with one area being the Kiwanis housing, and other areas previously recommended by staff to be excluded from Area 2 due to sea level rise concerns.

The two land use designations in the OCP Section 6.0 that are intended to direct redevelopment in Areas 1 and 2 are Small Lot and Multi-Family Residential:

***Small Lot Residential (Canora-Mews)***

Small Lot Residential areas are lands developed with lots less than 1400 m<sup>2</sup> (15,065 ft<sup>2</sup> – 0.33 acres) that as of July 31, 2012 were (i) either an individual parcel larger than 1.5 ha (3.71 acres), or where a development application is made for multiple contiguous parcels that combined are larger than 1.5 ha (3.71 acres), (ii) located within the North Saanich Servicing Area, and (iii) designated as General Residential. Secondary dwellings, including laneway houses and secondary suites, are permitted in appropriate circumstances.

***Multi-family Residential***

The *Multi-family Residential* areas are generally developed to a range of approximately 15 townhouses/acre; 30 units/acre [for apartments (3 storeys)] or lots between 372 m<sup>2</sup> – 557 m<sup>2</sup> (4000 ft<sup>2</sup> – 6000 ft<sup>2</sup>) to achieve an average gross density of between 8 and 16 units per acre. The lands are located within the North Saanich Servicing Area (NSSA).

Pre-Bylaw 1352 the OCP designations for Area 1 and 2 residential was predominately General Residential but also included Multi-family Residential and also included Small Lot Residential (described above).

***General Residential***

The *General Residential* areas are those lands which are currently developed in the range of 1400 m<sup>2</sup> (15,065 ft<sup>2</sup> – 0.33 acres) to 2,000 m<sup>2</sup> (21,520 ft<sup>2</sup> – 0.5 acres) and that are intended for future single-family residential development, with secondary suites or second dwelling units in appropriate circumstances.

***Multi-family Residential***

The *Multi-family Residential* areas are generally developed to a range of approximately 30 units per hectare (12 per acre).

**OPTIONS:**

Five options are presented below. The first four options consider variations in number, type, location and other characteristics in Areas 1 and 2. The fifth option is presented without any variables so that Council can choose a different option from those presented. All current Single Family Residential lots in Areas 1 and 2 are zoned R-2, or CD-3 or CD-4 and area represented in context of the following visual continuum (see *Figure 2.0*) of Single Family lot areas currently found in the District for comparative purposes:



**Figure 2.0 Residential Lots: Size Comparison**

### Overview of the Options

The size of the lots in Options 1 – IV increase to 557 m² from 372 m² - 557 m², the townhouses range from 9 – 15 units per acre (upa), from 15 units per acre, and apartments range from 3 – 4 storeys from 3 storeys. The options are summarized in Table 1.0 following the overview.

#### Option I: Area 1 Only

- Single Family: Lot size 557 m² (change from range of 372 m² - 557 m²)
- Townhouses: 9 - 15 units per acre (change from 15 upa)
- Apartments: 3- 4 storey (including Assisted Seniors Housing) (change from 3 storey)

#### Option II: Same as Option I, but including Area 2

#### Option III: Option I with identified areas for apartments in Area 1 only

- Single Family: Lot size 557 m²
- Townhouses: 9 - 15 units per acre
- Apartments: Only in specified areas, 3- 4 storey (including Assisted Seniors Housing)

#### Option IV: Same as Option III but including both Areas 1 + 2

- Single Family: Lot size 557 m²
- Townhouses: 9 - 15 units per acre
- Apartments: Only in specified areas, 3- 4 storey (including Assisted Seniors Housing)

#### Option V: Considers Location Changes, More Housing, Assisted Seniors Housing, Affordable Housing



- This option reflects respondents who indicated that the location of the increased density was not a key issue, however, the perceived need for new housing, affordable housing was more significant.
- Staff would propose a conversion to an FAR measure of density with housing typologies vested in the OCP but the actual density limitations set in the Zoning Bylaw. These FAR limits would be based on land economics to ensure feasibility. See *Appendix G*.
- Development Permit guidelines and Zoning bylaw categories would be developed specific to each housing typology in order to secure location, type, and interface sensitive guidelines.

**Table 1.0: Current and Proposed Range of Variables of Area 1 (McTavish) and Area 2 (Tsehum)**

Variables vs. Options	Pre-Bylaw 1352 General/Multi-Family	Post-Bylaw 1352 Current OCP: Multi-Family*	Option I: Area 1 Only	Option II: Area 1 + Area 2	Option III: Area 1 Only	Option IV: Area 1 + Area 2	Option V
1400 m <sup>2</sup> (15,065 ft <sup>2</sup> – 0.33 acres) to 2,000 m <sup>2</sup> (21,520 ft <sup>2</sup> – 0.5 acres)	x						
Lots (557m <sup>2</sup> / 0.13ac)		x	x	x	x	x	
Lots (372m <sup>2</sup> / 0.09ac)		x					
Townhouse (9 upa)			x	x	x	x	
Townhouse (15 upa)		x	x	x	x	x	
Multi-Family (12 upa)	x						
Apartment (3 storey)		x	x	x	x **	x **	
Apartment (4 storey)			x	x	x **	x **	
Assisted Seniors Or Affordable Housing			x	x	x	x	

\*Multi-family designation definition amended with approval of Bylaw 1352 (pre-Bylaw 1352 Multi-family Designation specific lots)

\*\*specific designated areas only

## **DISCUSSION:**

The District of North Saanich has significant single family development potential conferred by existing zoning and/or by existing OCP provisions when considering undeveloped lots, lots which can be subdivided and lots with zoning that permits secondary suites and guest cottages. However, this development potential is for the most part, home owner driven. Understanding the existing stock and potential development in context of land economics and the Regional Growth Strategy framework are key variables in the complex decision making matrix when reviewing Areas 1 (McTavish) and 2 (Tsehum) and making decisions on how best to manage rural development and growth. One such policy tool is density targets.

North Saanich could, if so desired, use density targets as a policy tool for rural growth management (i.e. as a mechanism to implement proposed policy 1.2(1) in the 2016 RGS attached in Appendix). There are no density targets in the 2016 Regional Growth Strategy ('RGS') (formerly contained in the Regional Sustainability Strategy 'RSS'). The range of 8 to 16 units per acre (upa) was used in Bylaw 1352 to be consistent with the RSS rural growth target identified at that time (2014). The CRD in their RGS deliberations have also recently removed dwelling unit density calculations from their measurements. In the absence of RGS policy guidance, the District may focus opportunities in the context of the RGS and support infill and redevelopment of under-developed and under-utilized employment lands (i.e. industrial/commercial) and/or may select density targets as a policy mechanism in the selection of the options presented. Some municipalities are moving away from dwelling unit density calculations in favor of the floor area ratio ('FAR') method as it directly relates to floor area, massing, and design objectives (see *Appendix H*). We understand the Township of Sidney is in the process of changing upa density measure to an FAR method.

The RSS shift to RGS also shifted focus from climate change mitigation and adaptation to the interconnections of all objectives with a high interdependence reflecting different elements of sustainability through a climate action lens. In keeping with the overall objective of climate action, the RGS Map 3 focuses growth in the urban containment centres of which include North Saanich's Areas 1 and 2. The CRD awaits North Saanich's decisions with respect to Areas 1 and 2 and will amend Map 3 accordingly. Staff notes that some lands in Areas 1 and 2 are at risk for sea level rise.

Issues such as sea level rise in tandem with development puts pressures on all municipalities to manage their futures through strategic and operational decisions on asset and land management and suggests that development consider the climate change lens of mitigation and adaption (including avoid, protect, retreat, adapt). Within this context of change, consideration must be given to infrastructure assets (e.g. roads and storm sewers) concurrently with natural assets protection (e.g. aquifers and foreshore).

In conclusion, the District of North Saanich has significant management challenges with existing latent potential development without Areas 1 and 2 increased potential densification. With only a fraction of guest cottages and secondary suite development the population growth would exceed North Saanich projections. However, there is opportunity, in considering options for Area 1 and 2 development to consider assisted seniors or affordable housing to accommodate a growing seniors population and others unable to live in this community.

North Saanich Council, in its deliberations of Areas 1 and 2, has many variables to consider to retain the rural integrity, protect its future and plan consistently with the Regional Growth Strategy.

See *Appendix G* for the considerations of the Regional Growth Strategy priority areas.  
See *Appendix H* Land Economics and Density for background information.

### **NEXT STEPS:**

1. OCP Bylaw Amendments
  - a. 6.0: Residential (e.g. definitions)
  - b. 14.0: Development Permit Areas, Development Permit Areas 6 & 8
  - c. 16.0: Regional Context Statement (Local Government Act S. 447)
  - d. 17.0: Performance Measures
  - e. Schedule B: Land Use Designations
  - f. Figure 2: Regional Context Statement
  - g. Map 6: Development Permit Area 6
  - h. Map 8: Development Permit Area 8
2. Policy 10003.3 Interim Policy on Rezoning Applications – Amend or Rescind
3. Zoning Bylaw Amendments

### **LEGAL:**

*Local Government Act* Section 447 Regional Context Statement must be amended with any changes. These changes can be made concurrently with the required amended for consistency with the RGS Bylaw 4017 after final reading.

### **FINANCIAL:**

*Local Government Act* Section 477(3)(a)(i) Local governments must give consideration to financial plan.

Canadian Mortgage and Housing Corporation (CMHC) seed funding may be available which provides financial assistance to carry out initial activities required to help facilitate the creation of new affordable housing units and assist existing housing projects to remain viable and affordable. The funding is available to municipalities in the form of a non-repayable contribution (grant) for up to \$50,000.00. Staff met with representatives from Makola Development Services in October 2016. The opportunity to work with a development agency familiar with the CMHC application process could be further researched.

### **OPTIONS:**

Proceed with one of the following:

1. Option I
2. Option II
3. Option III
4. Option IV
5. Option V

### **INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:**

The report was circulated to the District of North Saanich Directors for review.

### **SUMMARY/CONCLUSION:**

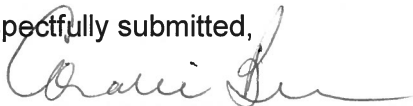
The potential for growth, the type of development and the location in North Saanich depends on both the extent of latent development potential and on the extent to which the District makes changes to the OCP designations and servicing policies which may or may not constrain achievement of that potential.

Staff recommends that Council consider making changes to the OCP which is consistent with regional growth strategy policies and consider adopting a growth density policy.

**RECOMMENDATION:**

That Council direct staff to proceed with one of the options outlined in this staff report (November 1, 2016).

Respectfully submitted,



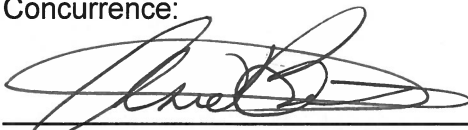
Coralie Breen  
Senior Planner

Concurrence,



Rob Buchan  
Chief Administrative Officer

Concurrence:



Anne Berry, Director of Planning & Community Services

Eymond Toupin, Director of Infrastructure Services

Stephanie Munro, A/Director of Financial Services

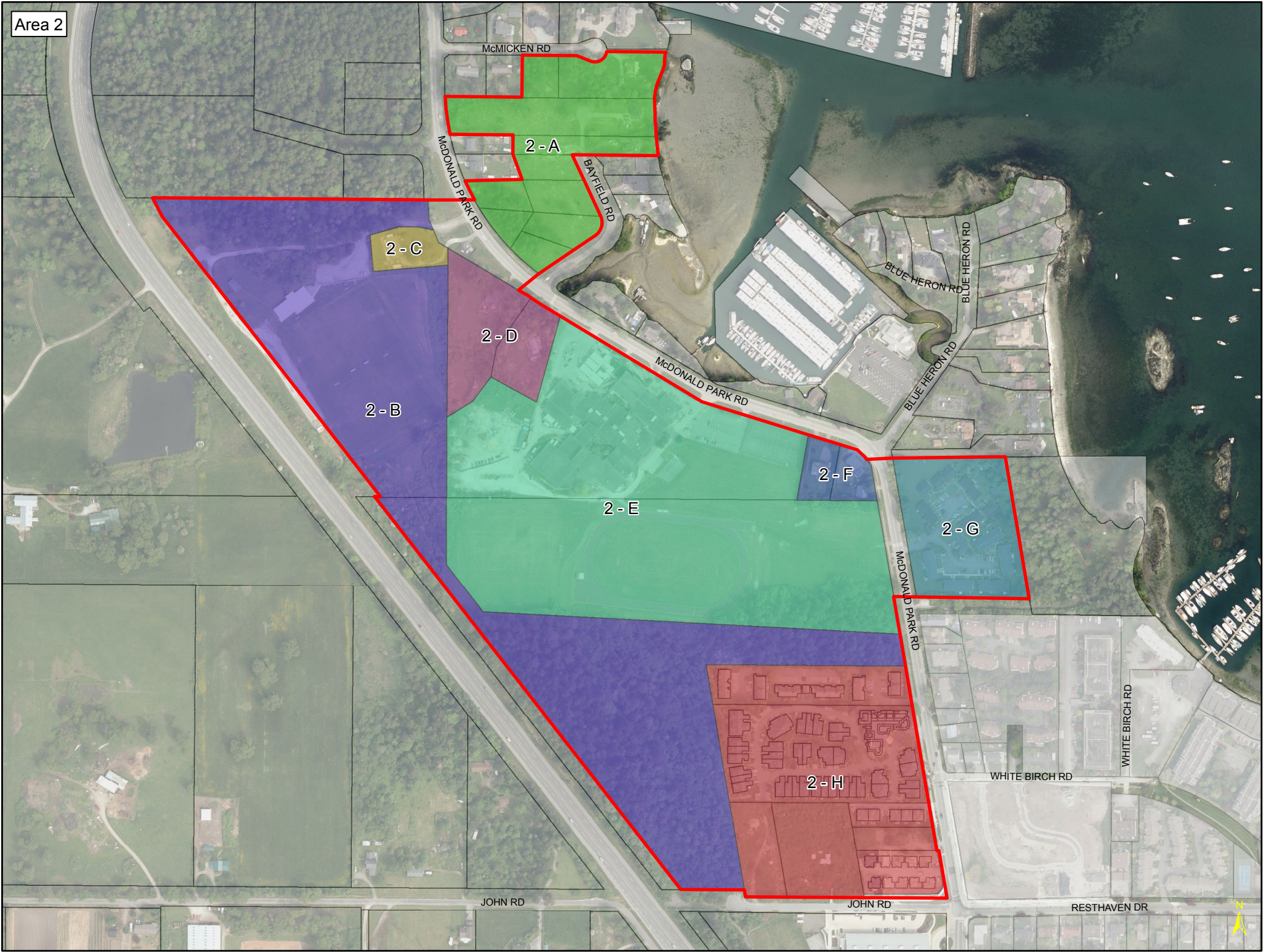
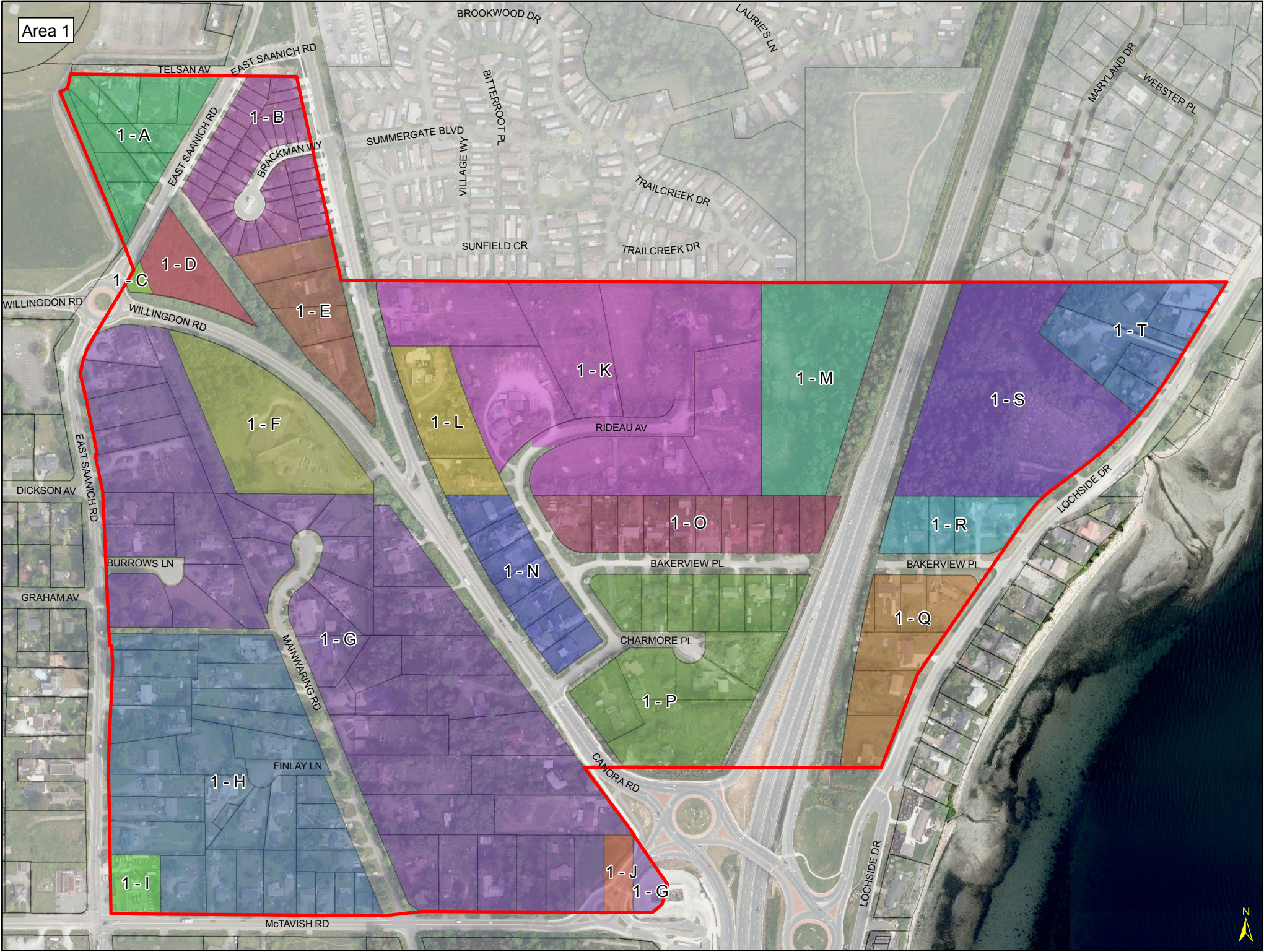
Curt Kingsley, Director of Corporate Services

John Telford, Director of Emergency Services

- Appendix A** Figures Area 1 (McTavish) and Area 2 (Tsehum) segmented
- Appendix B** Area 1 Zoning and Lot Statistics
- Appendix C** Area 2 Zoning and Lot Statistics
- Appendix D** Community Survey Final Report (May 30, 2016)
- Appendix E** Regional Growth Strategy (September, 2016)
- Appendix F** Map 3: Growth Management Concept Plan
- Appendix G** Regional Growth Strategy Priority Areas – Analytical Framework
- Appendix H** Land Economics and Density Considerations (provided by Luke Mari)



Areas 1 and 2 Zoning and Lot Statistics Map





Area 1 - Zoning and Lot Statistics

OCP Bylaw No. 1352				Land Area By Group <sup>3.0</sup>			Current Number of Lots <sup>4.0</sup>			Number of Lots if All Groups Are Developed and Including All Under Development or Completed Developed <sup>5.0</sup>						Potential Number of Units With Current Number of Lots <sup>6.0</sup>		Potential Number of Units if Fully Built Out <sup>7.0</sup>				Potential Number of Lots if the Minimum Lot Size is 0.5 Acres <sup>11.0</sup>
																Guest Cottages <sup>6.1</sup>	Secondary Suites <sup>6.2</sup>	Guest Cottages <sup>7.1</sup>		Secondary Suites <sup>7.2</sup>		
Location <sup>1.0</sup>	Group <sup>2.0</sup>	Zone	Zoning Description	Square Metres <sup>3.1</sup>	Hectares <sup>3.2</sup>	Acres <sup>3.3</sup>	Developed Lots <sup>4.1</sup>	Undeveloped Lots <sup>4.2</sup>	Total Lots <sup>4.3</sup>	372 sq m <sup>5.1</sup>	557 sq m <sup>5.2</sup>	Acres <sup>5.5</sup>	Townhouse Units <sup>5.6</sup>	Acres <sup>5.5</sup>	Townhouse Units <sup>5.6</sup>			372 sq m	557 sq m	372 sq m	557 sq m	
Area 1	1-A	R-2	Single Family Residential 2	12,271	1.2	3.0	12	4	16	33	22	3	27	3	45	0	16	0	0	33	22	6
	1-B	CD-3 <sup>8.0</sup>	Comprehensive Development 3	13,864	1.4	3.4	40	0	40	40	0	3	0	3	0	0	40	0	0	40	0	7
	1-C	RA-1	Rural Agricultural 1	423	0.04	0.1	0	1	1	1	1	0	0	0	0	0	1	0	0	1	1	0
	1-D	P-2 <sup>10.0</sup>	Public Assembly	4,706	0.5	1.2	0	1	1	0	0	0	0	0	0	0	0	0	0	0	0	0
	1-E	R-2	Single Family Residential 2	9,690	1.0	2.4	4	0	4	26	17	2	18	2	30	0	4	0	0	26	17	5
	1-F	P-2 <sup>10.0</sup>	Public Assembly	14,918	1.5	3.7	1	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0
	1-G	R-2	Single Family Residential 2	107,412	10.7	26.5	36	4	40	289	193	27	243	27	405	6	40	0	0	289	193	53
	1-H	R-2	Single Family Residential 2	51,532	5.2	12.7	31	1	32	139	93	13	117	13	195	0	32	0	0	139	93	25
	1-I	C-1	Local Commercial	2,634	0.3	0.7	1	0	1	7	5	1	9	1	15	0	1	0	0	7	5	1
	1-J	P-1 <sup>10.0</sup>	Community Use	2,005	0.2	0.5	0	1	1	0	0	0	0	0	0	0	0	0	0	0	0	0
	1-K	CD-4 <sup>9.0</sup>	Comprehensive Development 4	57,972	5.8	14.3	99	0	99	99	0	14	126	14	210	0	99	0	0	99	0	29
	1-L	RA-4	Rural Agricultural 4	8,108	0.8	2.0	2	0	2	22	15	2	18	2	30	1	2	0	0	22	15	4
	1-M	P-1 <sup>10.0</sup>	Community Use	18,386	1.8	4.5	0	1	1	0	0	0	0	0	0	0	0	0	0	0	0	0
	1-N	R-2	Single Family Residential 2	9,770	1.0	2.4	7	0	7	26	18	2	18	2	30	0	7	0	0	26	18	5
	1-O	R-2	Single Family Residential 2	14,174	1.4	3.5	9	2	11	38	25	4	36	4	60	0	11	0	0	38	25	7
	1-P	R-2	Single Family Residential 2	26,808	2.7	6.6	12	1	13	72	48	7	63	7	105	1	13	0	0	72	48	13
	1-Q	R-2	Single Family Residential 2	12,218	1.2	3.0	6	1	7	33	22	3	27	3	45	0	7	0	0	33	22	6
	1-R	R-2	Single Family Residential 2	6,817	0.7	1.7	3	0	3	18	12	2	18	2	30	0	3	0	0	18	12	3
	1-S	RA-4	Rural Agricultural 4	29,289	2.9	7.2	1	0	1	79	53	7	63	7	105	1	1	0	0	79	53	14
	1-T	R-2	Single Family Residential 2	12,919	1.3	3.2	6	0	6	35	23	3	27	3	45	1	6	0	0	35	23	6
Area 1 Sub Total				415,915	42	103	270	17	287	956	546	93	810	93	1,350	10	283	0	0	956	546	186

Map:    Area 1 and 2 Zoning and Lot Statistics Map, File: Bylaw 1352 - Area 1 and 2 Report Format Map - Version 11.pdf

Version 11.0

Notes:

- 1.0    Areas as defined in Bylaw No. 1352, see attached map: Area 1 and 2 Zoning and Lot Statistics Map
- 2.0    Groups are defined by both zone and road boundary for information purposes only, see attached map
- 3.0    Area calculations are based on the summation of lots in each group, Road Rights of Way are excluded
- 3.1    Area summation in Square Metres for each group, rounded to nearest whole number
- 3.2    Area summation in Hectares for each group, rounded to 1 decimal
- 3.3    Area summation in Acres for each group, rounded to 1 decimal
- 4.0    Existing lots as of July 2016
- 4.1    Developed Lots are defined as containing a structure greater than 9.2 sq m based on 2015 roofline data
- 4.2    Undeveloped Lots are defined as not containing a structure greater than 9.2 sq m based on 2015 roofline data
- 4.3    Sum of the current number of developed and undeveloped lots
- 5.0    Number of lots in each group if fully subdivided regardless of zone, Public Assembly, Community Use and Park Zones excluded from calculations
- 5.1    Lot Formula [Land Area By Group<sup>3.0</sup>: Square Metres<sup>3.1</sup>/372 sq m<sup>5.1</sup>] according to Bylaw No. 1352
- 5.2    Lot Formula [Land Area By Group<sup>3.0</sup>: Square Metres<sup>3.1</sup>/557 sq m<sup>5.2</sup>] according to Bylaw No. 1352
- 5.3    Lot Formula [Land Area By Group<sup>3.0</sup>: Acres<sup>3.3</sup> x 9 Townhouse Units<sup>5.3</sup>], rounded to the nearest whole number
- 5.4    Lot Formula [Land Area By Group<sup>3.0</sup>: Acres<sup>3.3</sup> x 15 Townhouse Units<sup>5.3</sup>] according to Bylaw No. 1352, rounded to the nearest whole number
- 5.5    Acres rounded to nearest whole number
- 5.6    Total Number of Townhouse Units: [Acres<sup>5.5</sup> x Townhouse Units<sup>5.6</sup>]
- 6.0    Units can be either Guest Cottages or Secondary Suites on a single lot, unit calculation does not include primary dwelling
- 6.1    Guest Cottages are defined in Bylaw 1347
- 6.2    Secondary Suites are defined in Bylaw 1347
- 7.0    Number of units only, calculation does not include primary dwelling
- 7.1    Number of guest cottage lot sizes are determined by calculations in fields 5.1 and 5.2
- 7.2    Number of secondary suites based on number of lots in fields 5.1 and 5.2
- 8.0    Group 1 - B is fully developed, fields 557 sq m<sup>5.2</sup> 9 Townhouses/Acre and 15 Townhouses/Acre<sup>5.3</sup> are excluded from calculations
- 9.0    Group 1 - K is considered fully developed, fields 557 sq m<sup>5.2</sup> and 15 Townhouses/Acre<sup>5.3</sup> are excluded from calculations
- 10.0    Identified groups are excluded from the final calculations
- 11.0    Number of lots rounded to the nearest whole number

Area 2 - Zoning and Lot Statistics

OCP Bylaw No. 1352				Land Area By Group <sup>3.0</sup>			Current Number of Lots <sup>4.0</sup>			Number of Lots if All Groups Are Developed and Including All Under Development or Completed Developed <sup>5.0</sup>						Potential Number of Units With Current Number of Lots <sup>6.0</sup>		Potential Number of Units if Fully Built Out <sup>7.0</sup>				Potential Number of Lots if the Minimum Lot Size is 0.5 Acres <sup>11.0</sup>
																Guest Cottages <sup>6.1</sup>	Secondary Suites <sup>6.2</sup>	Guest Cottages <sup>7.1</sup>		Secondary Suites <sup>7.2</sup>		
Location <sup>1.0</sup>	Group <sup>2.0</sup>	Zone	Zoning Description	Square Metres <sup>3.1</sup>	Hectares <sup>3.2</sup>	Acres <sup>3.3</sup>	Developed Lots <sup>4.1</sup>	Undeveloped Lots <sup>4.2</sup>	Total Lots <sup>4.3</sup>	372 sq m <sup>5.1</sup>	557 sq m <sup>5.2</sup>	Acres <sup>5.5</sup>	Townhouse Units <sup>5.6</sup>	Acres <sup>5.5</sup>	Townhouse Units <sup>5.6</sup>			372 sq m	557 sq m	372 sq m	557 sq m	
Area 2	2-A	R-2	Single Family Residential 2	26,947	2.7	6.7	3	7	10	72	48	7	63	7	105	2	10	0	0	72	48	13
	2-B	P-4 <sup>10</sup>	Park	104,374	10.4	25.8	1	1	2	0	0	0	0	0	0	0	0	0	0	0	0	
	2-C	R-2	Single Family Residential 2	2,864	0.29	0.7	1	0	1	8	5	1	9	1	15	0	1	0	0	8	5	1
	2-D	RM-3	Multiple Family Residential 3	12,150	1.2	3.0	2	0	2	33	22	3	27	3	45	0	0	0	0	33	22	6
	2-E	P-1 <sup>10</sup>	Community Use	96,095	9.6	23.7	1	1	2	0	0	0	0	0	0	0	0	0	0	0	0	
	2-F	R-2	Single Family Residential 2	4,004	0.4	1.0	2	0	2	11	7	1	9	1	15	0	2	0	0	11	7	2
	2-G	RM-2	Multiple Family Residential 2	16,221	1.6	4.0	1	0	1	44	29	4	36	4	60	0	0	0	0	0	0	8
	2-H	RM-2	Multiple Family Residential 2	46,950	4.7	11.6	5	2	7	126	84	12	108	12	180	0	0	0	0	0	23	
Area 2 Sub Total				309,605	31	77	16	11	27	293	196	28	252	28	420	2	13	0	0	124	82	54
Total Areas 1 and 2				725,520	72	179	286	28	314	1,250	742	121	1,062	121	1,770	12	296	0	0	1,080	628	240

Map: Area 1 and 2 Zoning and Lot Statistics Map, File: Bylaw 1352 - Area 1 and 2 Report Format Map - Version 11.pdf

Version 11.0

Notes:

- 1.0 Areas as defined in Bylaw No. 1352, see attached map: Area 1 and 2 Zoning and Lot Statistics Map
- 2.0 Groups are defined by both zone and road boundary for information purposes only, see attached map
- 3.0 Area calculations are based on the summation of lots in each group, Road Rights of Way are excluded
- 3.1 Area summation in Square Metres for each group, rounded to nearest whole number
- 3.2 Area summation in Hectares for each group, rounded to 1 decimal
- 3.3 Area summation in Acres for each group, rounded to 1 decimal
- 4.0 Existing lots as of July 2016
- 4.1 Developed Lots are defined as containing a structure greater than 9.2 sq m based on 2015 roofline data
- 4.2 Undeveloped Lots are defined as not containing a structure greater than 9.2 sq m based on 2015 roofline data
- 4.3 Sum of the current number of developed and undeveloped lots
- 5.0 Number of lots in each group if fully subdivided regardless of zone, Public Assembly, Community Use and Park Zones excluded from calculations
- 5.1 Lot Formula [Land Area By Group<sup>3.0</sup>: Square Metres<sup>3.1</sup>/372 sq m<sup>5.1</sup>] according to Bylaw No. 1352
- 5.2 Lot Formula [Land Area By Group<sup>3.0</sup>: Square Metres<sup>3.1</sup>/557 sq m<sup>5.2</sup>] according to Bylaw No. 1352
- 5.3 Lot Formula [Land Area By Group<sup>3.0</sup>: Acres<sup>3.3</sup> x 9 Townhouse Units<sup>5.3</sup>], rounded to the nearest whole number
- 5.4 Lot Formula [Land Area By Group<sup>3.0</sup>: Acres<sup>3.3</sup> x 15 Townhouse Units<sup>5.3</sup>] according to Bylaw No. 1352, rounded to the nearest whole number
- 5.5 Acres rounded to nearest whole number
- 5.6 Total Number of Townhouse Units: [Acres<sup>5.5</sup> x Townhouse Units<sup>5.6</sup>]
- 6.0 Units can be either Guest Cottages or Secondary Suites on a single lot, unit calculation does not include primary dwelling
- 6.1 Guest Cottages are defined in Bylaw 1347
- 6.2 Secondary Suites are defined in Bylaw 1347
- 7.0 Number of units only, calculation does not include primary dwelling
- 7.1 Number of guest cottage lot sizes are determined by calculations in fields 5.1 and 5.2
- 7.2 Number of secondary suites based on number of lots in fields 5.1 and 5.2
- 8.0 Group 1 - B is fully developed, fields 557 sq m<sup>5.2</sup>, 9 Townhouses/Acre and 15 Townhouses/Acre<sup>5.3</sup> are excluded from calculations
- 9.0 Group 1 - K is considered fully developed, fields 557 sq m<sup>5.2</sup> and 15 Townhouses/Acre<sup>5.3</sup> are excluded from calculations
- 10.0 Identified groups are excluded from the final calculations
- 11.0 Number of lots rounded to the nearest whole number

Area 2 - Zoning and Lot Statistics

OCP Bylaw No. 1352				Land Area By Group <sup>3</sup>			Current Number of Lots <sup>4</sup>			Number of Lots if All Groups Are Developed and Including All Under Development or Completed Developed <sup>5</sup>			Potential Number of Units With Current Number of Lots <sup>6</sup>		Potential Number of Units if Fully Built Out <sup>7</sup>			
													Guest Cottages <sup>6.1</sup>	Secondary Suites <sup>6.2</sup>	Guest Cottages <sup>7.1</sup>		Secondary Suites <sup>7.2</sup>	
Location <sup>1</sup>	Group <sup>2</sup>	Zone	Zoning Description	Square Metres <sup>3.1</sup>	Hectares <sup>3.2</sup>	Acres <sup>3.3</sup>	Developed Lots <sup>4.1</sup>	Undeveloped Lots <sup>4.2</sup>	Total Lots <sup>4.3</sup>	372 sq m <sup>5.1</sup>	557 sq m <sup>5.2</sup>	15 Townhouses/Acre <sup>5.3</sup>			372 sq m	557 sq m	372 sq m	557 sq m
Area 2	2-A	R-2	Single Family Residential 2	26,947	2.7	6.7	3	7	10	72	48	7	2	10	0	0	72	48
	2-B	P-4 <sup>10</sup>	Park	104,374	10.4	25.8	1	1	2	0	0	0	0	0	0	0	0	0
	2-C	R-2	Single Family Residential 2	2,864	0.29	0.7	1	0	1	8	5	1	0	1	0	0	8	5
	2-D	RM-3	Multiple Family Residential 3	12,150	1.2	3.0	2	0	2	33	22	3	0	0	0	0	33	22
	2-E	P-1 <sup>10</sup>	Community Use	96,095	9.6	23.7	1	1	2	0	0	0	0	0	0	0	0	0
	2-F	R-2	Single Family Residential 2	4,004	0.4	1.0	2	0	2	11	7	1	0	2	0	0	11	7
	2-G	RM-2	Multiple Family Residential 2	16,221	1.6	4.0	1	0	1	44	29	4	0	0	0	0	0	0
	2-H	RM-2	Multiple Family Residential 2	46,950	4.7	11.6	5	2	7	126	84	12	0	0	0	0	0	0
Area 2 Sub Total				309,605	31	77	16	11	27	293	196	27	2	13	0	0	124	82
Total Areas 1 and 2				725,520	72	179	286	28	314	1,250	742	103	12	296	0	0	1,080	628

- Notes:
- Version 8.0
- 1

Areas as defined in Bylaw No. 1352
- 2

Groups are defined by both zone and road boundary for information purposes only, see attached map
- 3

Area calculations are based on the summation of lots in each group, Road Rights of Way are excluded
- 3.1

Area summation in Square Metres for each group
- 3.2

Area summation in Hectares for each group
- 3.3

Area summation in Acres for each group
- 4

Existing lots as of July 2016
- 4.1

Developed Lots are defined as containing a structure greater than 9.2 m<sup>2</sup> based on 2015 roofline data
- 4.2

Undeveloped Lots are defined as not containing a structure greater than 9.2 m<sup>2</sup> based on 2015 roofline data
- 4.3

Sum of the current number of developed and undeveloped lots
- 5

Number of lots in each group if fully subdivided regardless of zone, Public Assembly, Community Use and Park Zones excluded from calculations
- 5.1

Lot Formula [Land Area By Group<sup>3</sup>: Square Metres<sup>3.1</sup>/372 sq m<sup>5.1</sup>] according to Bylaw No. 1352
- 5.2

Lot Formula [Land Area By Group<sup>3</sup>: Square Metres<sup>3.1</sup>/557 sq m<sup>5.2</sup>] according to Bylaw No. 1352
- 5.3

Lot Formula [Land Area By Group<sup>3</sup>: Acres<sup>3.3</sup>/15 Townhouses/Acre<sup>5.3</sup>] according to Bylaw No. 1352
- 6

Units can be either Guest Cottages or Secondary Suites on a single lot, unit calculation does not include primary dwelling
- 6.1

Guest Cottages are defined in Bylaw 1347
- 6.2

Secondary Suites are defined in Bylaw 1347
- 7

Number of units only, calculation does not include primary dwelling
- 7.1

Number of guest cottage lot sizes are determined by calculations in fields 5.1 and 5.2
- 7.2

Number of secondary suites based on number of lots in fields 5.1 and 5.2
- 8

Group 1 - B is fully developed, fields 557 sq m<sup>5.2</sup> and 15 Townhouses/Acre<sup>5.3</sup> are not included
- 9

Group 1 - K is considered fully developed, fields 557 sq m<sup>5.2</sup> and 15 Townhouses/Acre<sup>5.3</sup> are not included
- 10

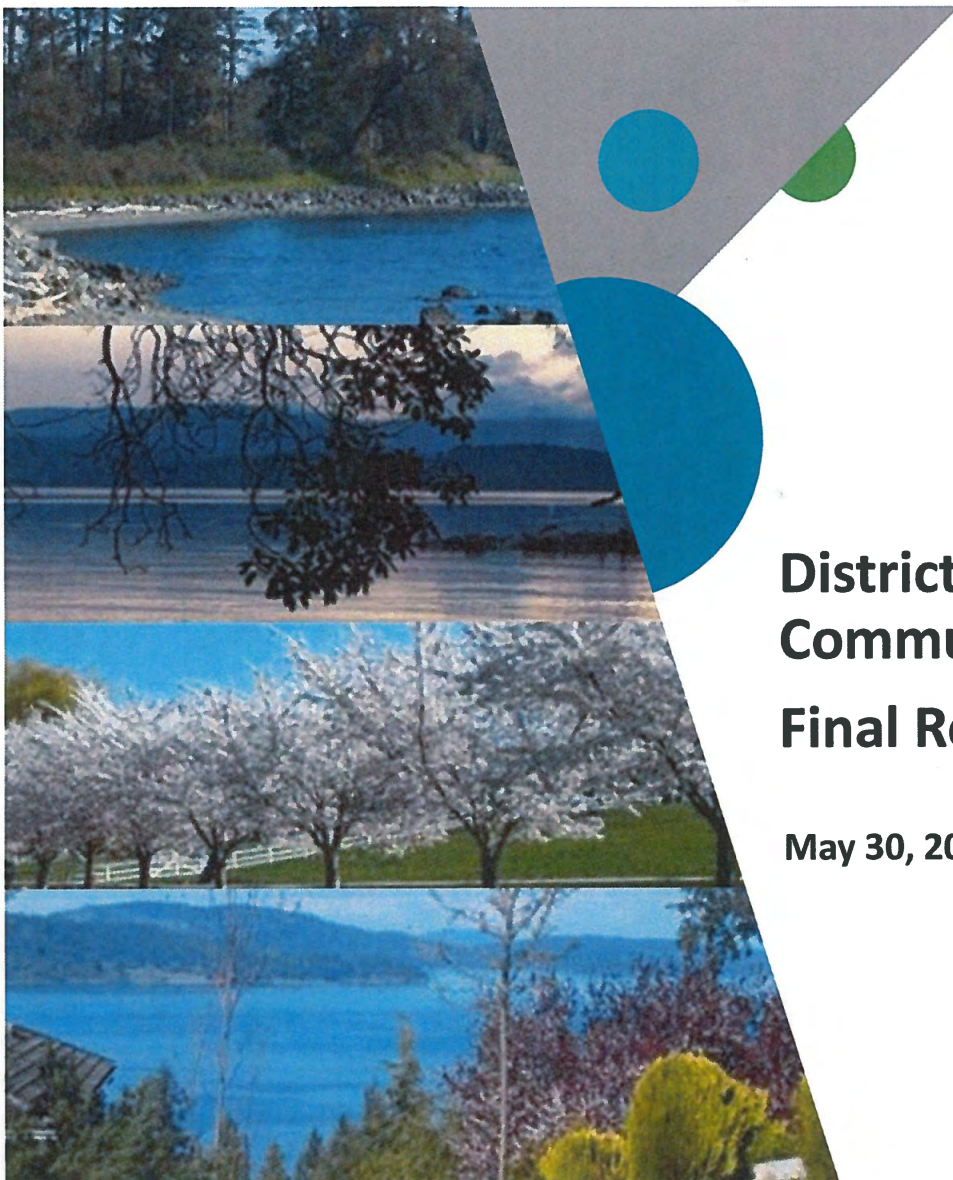
Identified groups are excluded from the final calculations

Ipsos Public Affairs



# District of North Saanich 2016 Community Survey Final Report

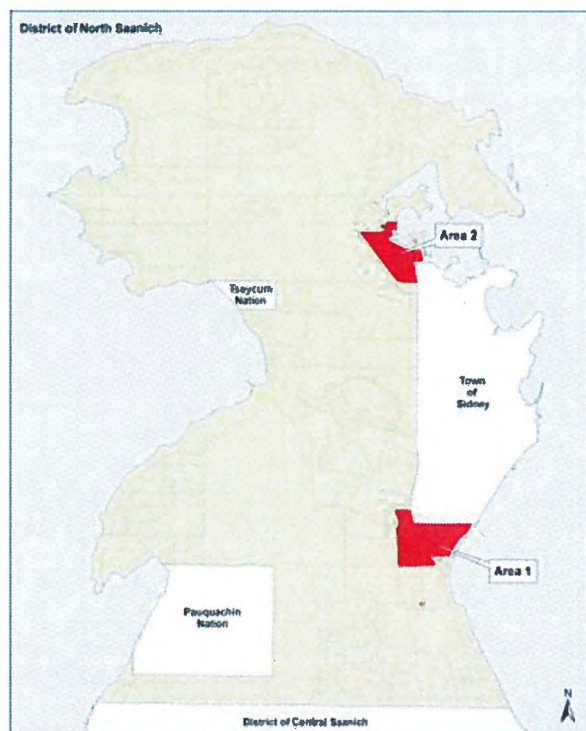
May 30, 2016





## Background and Methodology

This report presents the findings of the District of North Saanich's 2016 Community Survey. The primary objective of this survey was to obtain feedback on the core community values and goals reflected in the Official Community Plan (OCP), and on whether Area 1 (McTavish) and Area 2 (Tsehum) as currently in the OCP is consistent with those values.



Area 1 – McTavish



Area 2 – Tsehum





## **Background and Methodology (continued)**

Ipsos conducted both a telephone survey and an online survey.

### **Telephone Survey**

The telephone survey was intended to provide a random and representative sampling of community opinions.

Ipsos interviewed 300 adult (18+ years) residents of North Saanich between April 6<sup>th</sup> and April 20<sup>th</sup>, 2016.

The telephone sample was pulled from listed phone numbers based on postal walks. A screening question was included at the start of the survey to confirm residency in North Saanich. In addition, households with members who work for the District of North Saanich and/or the media were excluded from the survey via an upfront screening question.

The overall response rate to the telephone survey was 31%. This is calculated based on 389 willing respondents (300 completed interviews plus another 89 over-quota respondents) out of 1,247 total potential respondents (i.e. contacted and spoken with).

The telephone survey data were statistically weighted to ensure the sample's overall age and gender composition reflects that of the actual adult North Saanich population according to Census data. Despite Ipsos' best efforts to engage younger residents, the final number of 18 to 34 year olds in the sample was too small to apply a statistical weight to this age group. As such, age weighting was applied to those under 55 years and 55+ years. The impact of the weighting is shown in the Sample Characteristics tables at the end of this report. The main impact was weighting women down from 60% of the sample to a Census proportion of 51%, and to weight the 55+ years age group down from 70% of the sample to a Census proportion of 56%.

Analysis of the data shows the weighting had minimal impact on the overall results. For example, on the question of what Council should do in regard to bylaw 1352 (q7), none of the results would change by more than 1% if the weighting was not applied. The weighting had a similarly negligible impact on other questions.

The overall margin of error for the telephone survey, which takes into account the weighting, is +/- 6.0%, 19 times out of 20. The margin of error is larger for any sub-groupings of the sample.

## Background and Methodology (continued)

### Online Survey

The online survey was intended to give all residents with an opportunity to provide their feedback.

The District of North Saanich was responsible for promoting the survey within the community.

A total of 371 respondents completed the online survey between April 7<sup>th</sup> and April 20<sup>th</sup>, 2016.

To discourage individuals from completing multiple surveys, a limit was set to 3 survey completions per IP address. This limit was exceeded by only two IP addresses (total of 35 surveys, including 16 North Saanich residents and 19 non-residents). A decision was made to include these surveys in the results as it was confirmed they were completed at a verified business location among multiple employees. Ipsos reviewed the individual data and found the responses to be thoughtful and diverse (i.e. no duplication or push for a particular viewpoint). Excluding responses from these two IP addresses (over and above the 3 allowed per IP address) would have a very minor impact on the survey results (1% change or less on most questions).

The final online sample included the following:

- 319 North Saanich residents with no District staff in their household.
- 12 respondents with a District staff member in the household (including 4 non-residents).
- 44 non-residents of North Saanich (including 4 with a District staff member in the household).

**The online results shown in this report are based only on the 319 North Saanich residents with no District staff in their household.**

Results for District staff households and non-residents can be found in the detailed tables for the online survey (under separate cover).

No weighting was applied to the online data.

No margin of error is applicable to the online results as the survey was not intended to be random or representative.

## **Background and Methodology (continued)**

### **Additional Report Notes**

The telephone survey results are the main focus of this report. It is the strong view of Ipsos that the telephone results provide the more reliable and representative picture of public opinion. Nevertheless, the online results are presented side by side for each question in this report.

Some totals in the report and in the detailed tables may not add to 100%. Some summary statistics (e.g. total familiar) may not match their component parts. The numbers are correct and the apparent errors are due to rounding.

In addition to this report, there are some materials under separate cover, including the final questionnaires for both surveys as well as the detailed tables for both surveys.

Ipsos thanks the Community Advisory Committee for its help in questionnaire development of both the phone and online surveys.

PHONE SURVEY SUMMARY

## Phone Survey Summary

**There is strong support (between 87% and 98%) for all nine objectives in the Official Community Plan (OCP) that are meant to provide the framework for future land use.**

**There are divided opinions as to whether the increased density housing permitted in Areas 1 and 2 is consistent with the objectives in the OCP.**

- 48% say the increased density is consistent with the overall objectives in the OCP. 46% say it is not consistent.
- Fewer, 44%, say the increased density is consistent with the cornerstone objective to retain the present rural, agricultural and marine character of the community. 51% say it is not consistent.

**There is also a split in terms of the approach desired from Council with respect to bylaw 1352 and the increased density housing permitted in the two areas.**

- 33% want Council to allow the permitted increased density housing to proceed.
- 17% want Council to repeal the bylaw and allow none of the permitted increased density housing to proceed.
- 47% want Council to make some changes the number, type, location or other characteristics of the increased density housing permitted. The top suggestions for changes are less density, more affordable housing, more single/larger units and increased lot sizes.

**There is support for several different housing types in Areas 1 and 2.**

- A majority say they support seniors housing (85%), townhouses (73%), social or assisted housing (71%), half acre residential housing (69%), small lot housing (66%) and one acre residential housing (54%).
- There is less support for either three story apartments (40%) or four story apartments (24%).



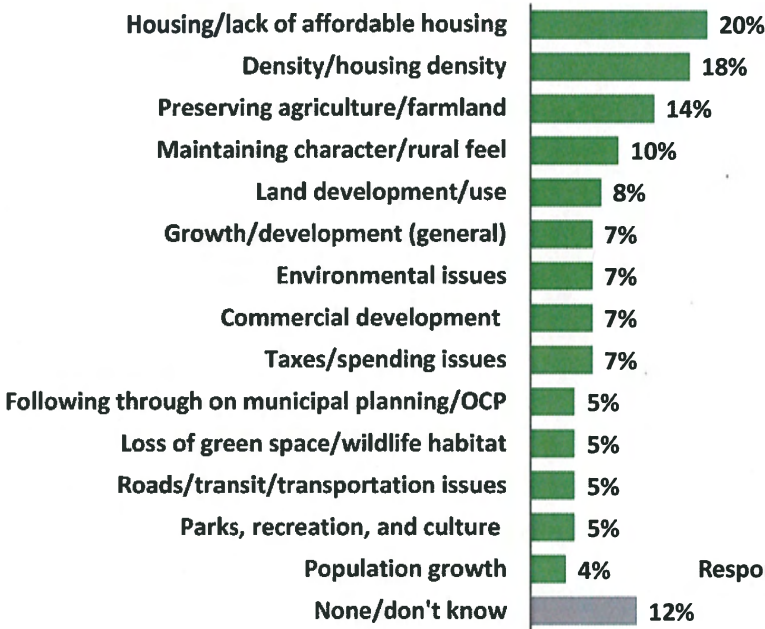
## FULL RESULTS

# Most Important Community Issues (Coded Open-Ends, Multiple Responses Allowed)

Ipsos Public Affairs

Housing, land use and development dominate the issues agenda for North Saanich residents. The two most frequently mentioned top of mind issues both relate to housing, including housing/lack of affordable housing (20% mentioned) and density/housing density (18%). The next two most mentioned issues both deal with the agricultural/rural character of the community, including preserving agriculture/farmland (14%) maintaining character/rural feel (10%).

Online survey respondents listed the same top four issue priorities as phone respondents, though in a slightly different order with maintaining character/rural feel as the most mentioned issue (16%).



## Top Online Responses

- Maintaining character/rural feel (16%)
- Housing/lack of affordable housing (13%)
- Preserving agriculture/farmland (10%)
- Density/housing density (9%)
- Growth/development (general) (7%)
- Land development/use (6%)
- Over-development/limit development (6%)
- Following through on municipal planning/OCP (4%)
- Taxes/spending issues (3%)
- None/don't know (6%)

Responses < 4% not shown for phone survey.

Q1. In your view, as a resident of the District of North Saanich, what is the most important issue facing your community, that is the one issue you feel should receive the greatest attention from your local leaders? Are there any other important local issues?

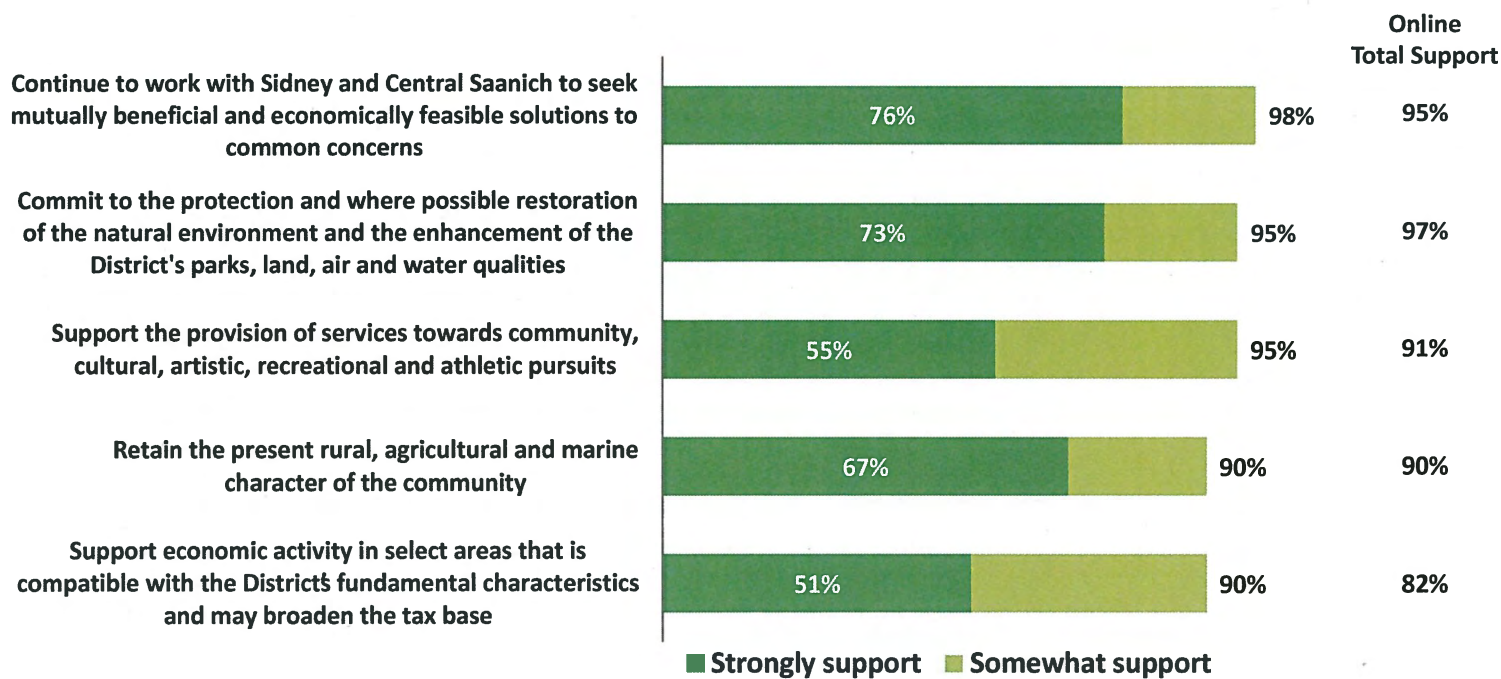
Base: All respondents (phone n=300, online n=319)



Support for OCP Objectives (Slide 1 of 2)

North Saanich residents are highly supportive of all nine objectives in the Official Community Plan (OCP) that are meant to provide the framework for future land use. Support ranges from a high of 98% for working with neighbouring municipalities on common concerns to a low of 87% for retaining service levels in the community. Nine-in-ten (90%) residents say they support the cornerstone objective of retaining the present rural, agricultural and marine character of the community.

Online survey respondents are also highly supportive of all nine objectives. Their highest support was for protection/restoration of the natural environment and enhancement of parks/land/air/water (97%). Their lowest support was for ensuring that development will retain the character of current neighbourhoods while responding to the need for seniors/affordable family housing (81%).



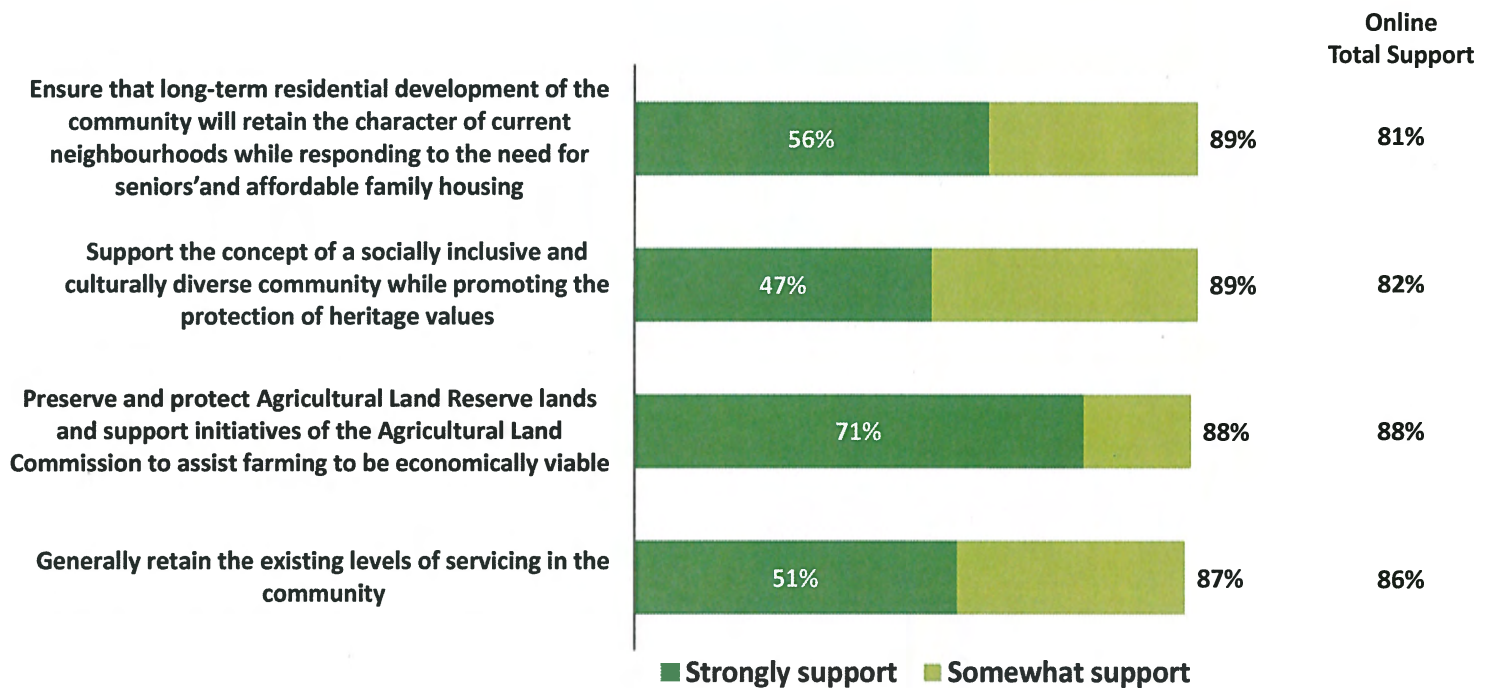
10

Q2. Do you strongly support, somewhat support, somewhat oppose or strongly oppose including this objective in the plan?  
(Shortened version – see final questionnaire for full question wording)

Base: All respondents (phone n=300, online n=319)

## Support for OCP Objectives (Slide 2 of 2)

Ipsos Public Affairs





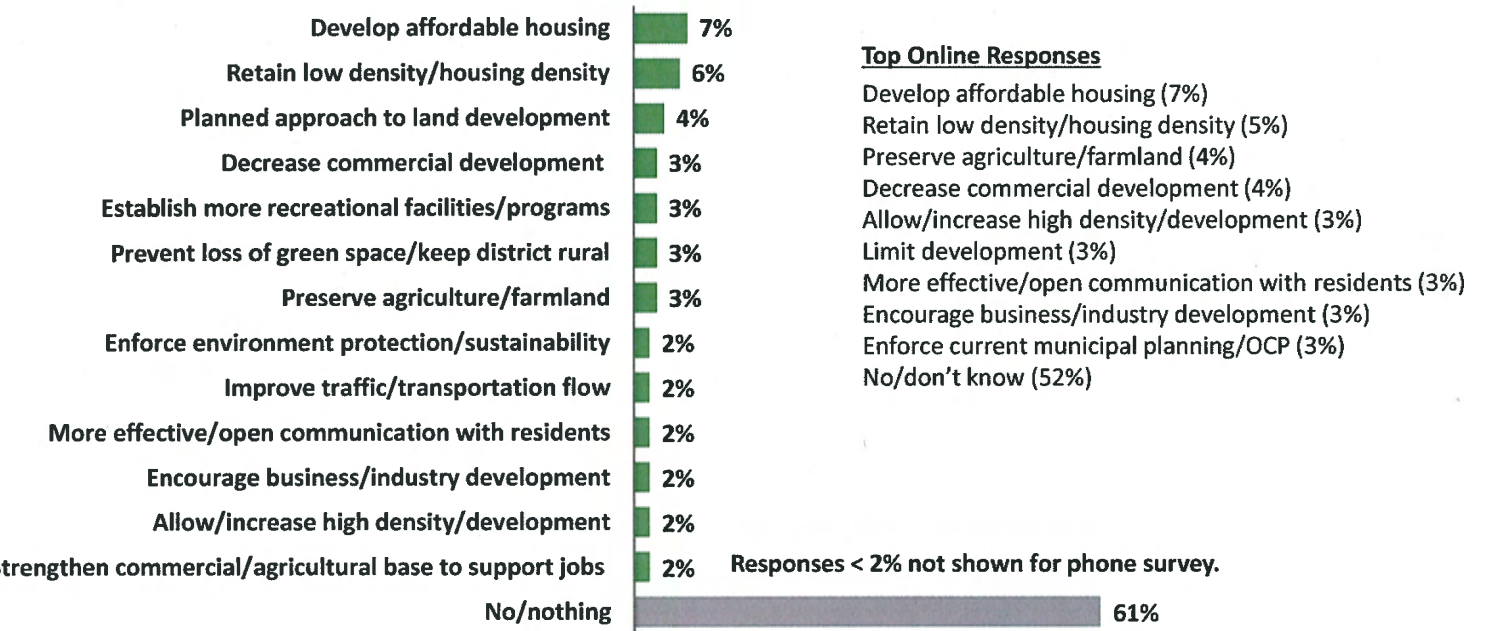
# Other Objectives Desired in Official Community Plan

## (Coded Open-Ends, Multiple Responses Allowed)

Ipsos Public Affairs

Six-in-ten (61%) North Saanich residents had no suggestions for other important objectives to be added to the Official Community Plan to help guide land use decision making. The top two open-ended suggestions related to developing affordable housing (7% mentioned) and to retaining low density housing (6%).

Roughly half of the online respondents (52%) also had no suggestions for additional OCP objectives. Their top two suggestions were the same as in the phone survey, namely to develop affordable housing (7%) and to retain low density housing (5%).



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Q3. Are there any other important objectives that you think should be added to the Official Community Plan to help guide land use decision making in the District of North Saanich?

Base: All respondents (phone n=300, online n=319)



## Description Provided for Bylaw 1352

Ipsos Public Affairs

Survey respondents were read (phone) or shown (online) the information below about bylaw 1352 prior to being asked any further survey questions.

### Phone Survey Description

As you may know, in July 2014, North Saanich Council passed bylaw 1352 which permitted new increased density housing in two defined areas of North Saanich. This increased density housing could include small lot houses, townhouses or apartments.

Area 1 is 126 acres in size and is bounded by McTavish Road on the South, the Sidney border on the North, East Saanich Road on the West and Lochside Drive on the East. Area 2 is 79 acres in size and is mostly bounded by John Road on the South, McMicken Road on the North, Pat Bay Highway on the West and McDonald Park Road on the East. Area 2 also includes the Windward Kiwanis Village just East of McDonald Park Road.

### Online Survey Description (and maps)

As you may know, in July 2014, North Saanich Council passed bylaw 1352 which permitted new increased density housing in two defined areas of North Saanich. This increased density housing could include small lot houses, townhouses or apartments.

Area 1 is 126 acres (51 hectares) in size and is bounded by McTavish Road on the South, the Sidney border on the North, East Saanich Road on the West and Lochside Drive on the East. Area 2 is 79 acres (32 hectares) in size and is mostly bounded by John Road on the South, McMicken Road on the North, Pat Bay Highway on the West and McDonald Park Road on the East. Area 2 also includes the Windward Kiwanis Village just East of McDonald Park Road.

Maps of Area 1 and Area 2 can be found below (much bigger in actual survey).

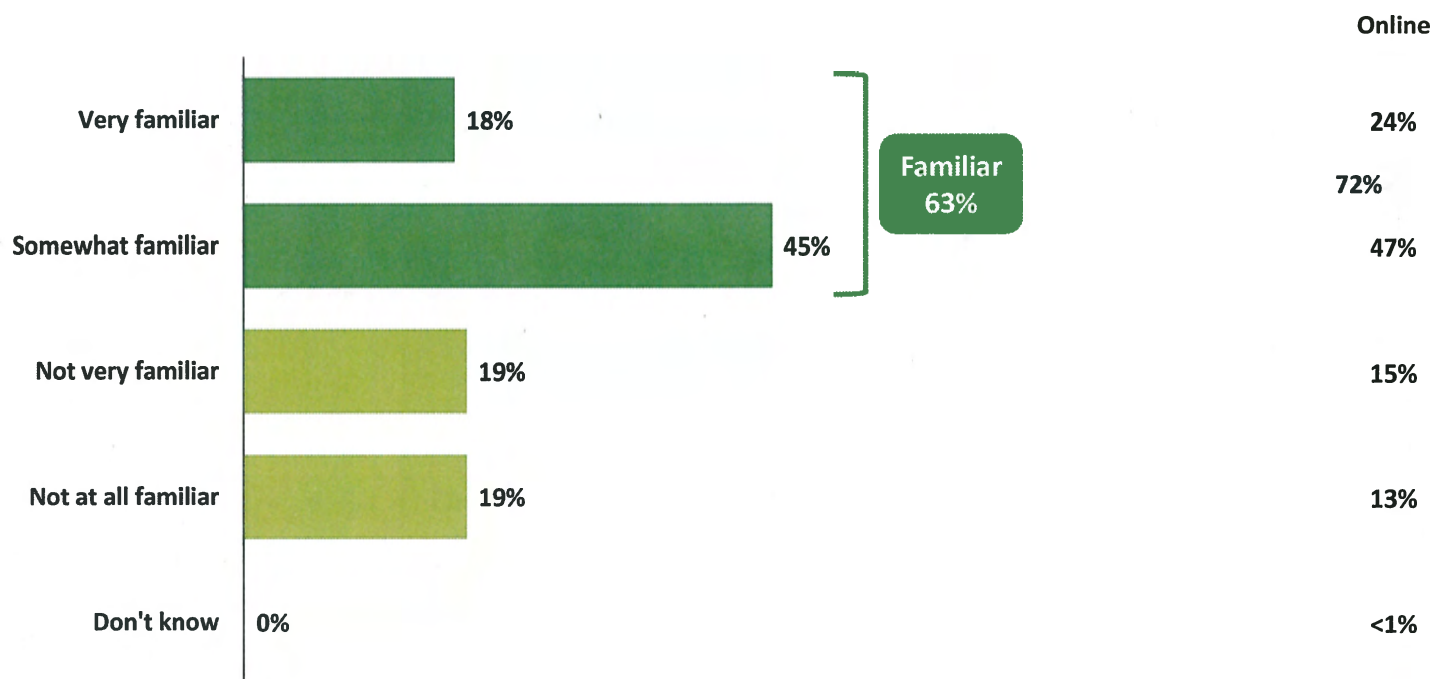


## Familiarity with Bylaw 1352

Ipsos Public Affairs

Slightly less than two-thirds (63%) of North Saanich residents say they are either very familiar or somewhat familiar with bylaw 1352 and the increased density housing permitted in the two areas. Most of those familiar describe themselves as somewhat familiar (45%) rather than very familiar (18%).

Online survey respondents are slightly more likely to say they are familiar with bylaw 1352. Slightly more than seven-in-ten (72%) say they are either very familiar or somewhat familiar with the bylaw.



14 Q4. Prior to today, how familiar were you with bylaw 1352 and the increased density housing permitted in these two areas? (Shortened version – see final questionnaire for full question wording)

Base: All respondents (phone n=300, online n=319)



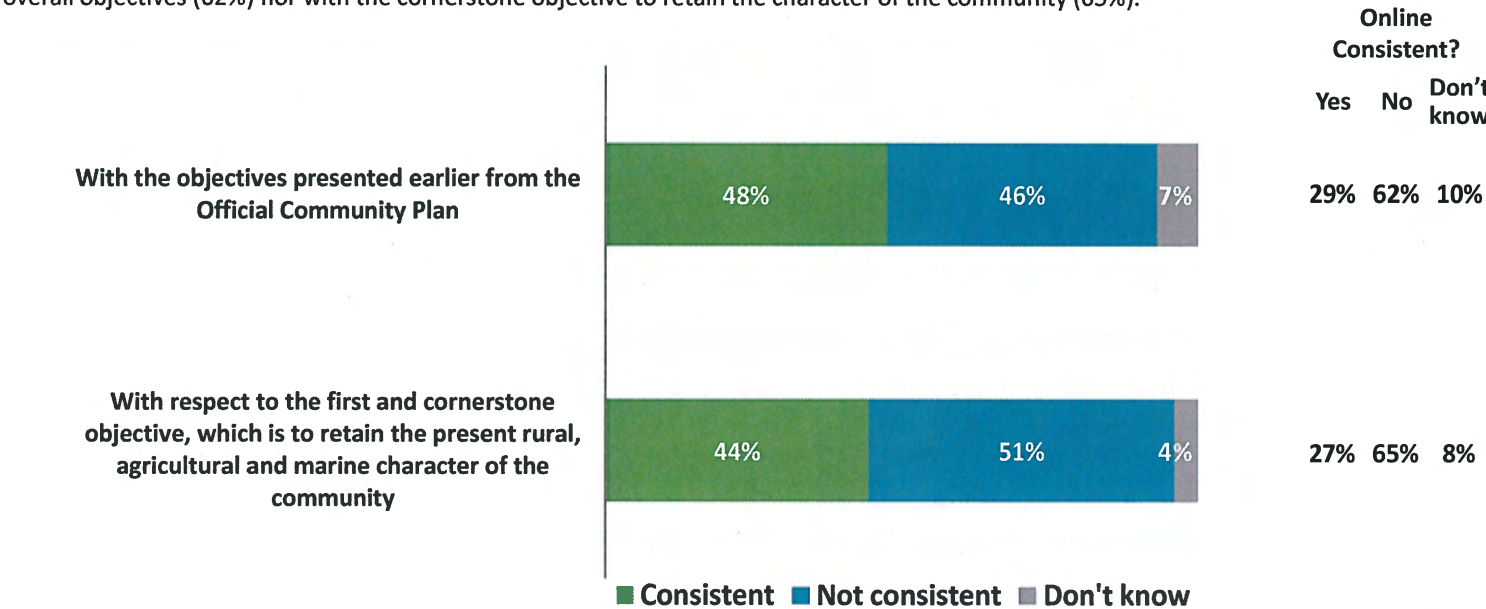
Consistency of Increased Density with OCP Objectives

Ipsos Public Affairs

North Saanich residents have divided opinions as to whether the increased density housing permitted in these two areas is consistent with the objectives in the OCP. Roughly equal numbers say the increased density is consistent (48%) and not consistent (46%) with the nine objectives in the OCP.

Residents are still divided, but the ‘not consistent’ opinion opens a bit of a gap, when asked specifically about the cornerstone objective to retain the present rural, agricultural and marine character of the community. On this objective, 51% say the increased density is not consistent, while 44% say it is consistent.

Online survey respondents are less divided, with more than six-in-ten saying the increased density is not consistent with either the overall objectives (62%) nor with the cornerstone objective to retain the character of the community (65%).



15

Q5. Overall, do you think the increased density housing permitted in these two areas is consistent or not consistent with the objectives I read earlier from the Official Community Plan?

Q6. And how about with respect to the first and cornerstone objective, which is to retain the present rural, agricultural and marine character of the community? Do you think the increased density housing permitted in these two areas is consistent or not consistent with this objective?

Base: All respondents (phone n=300, online n=319)

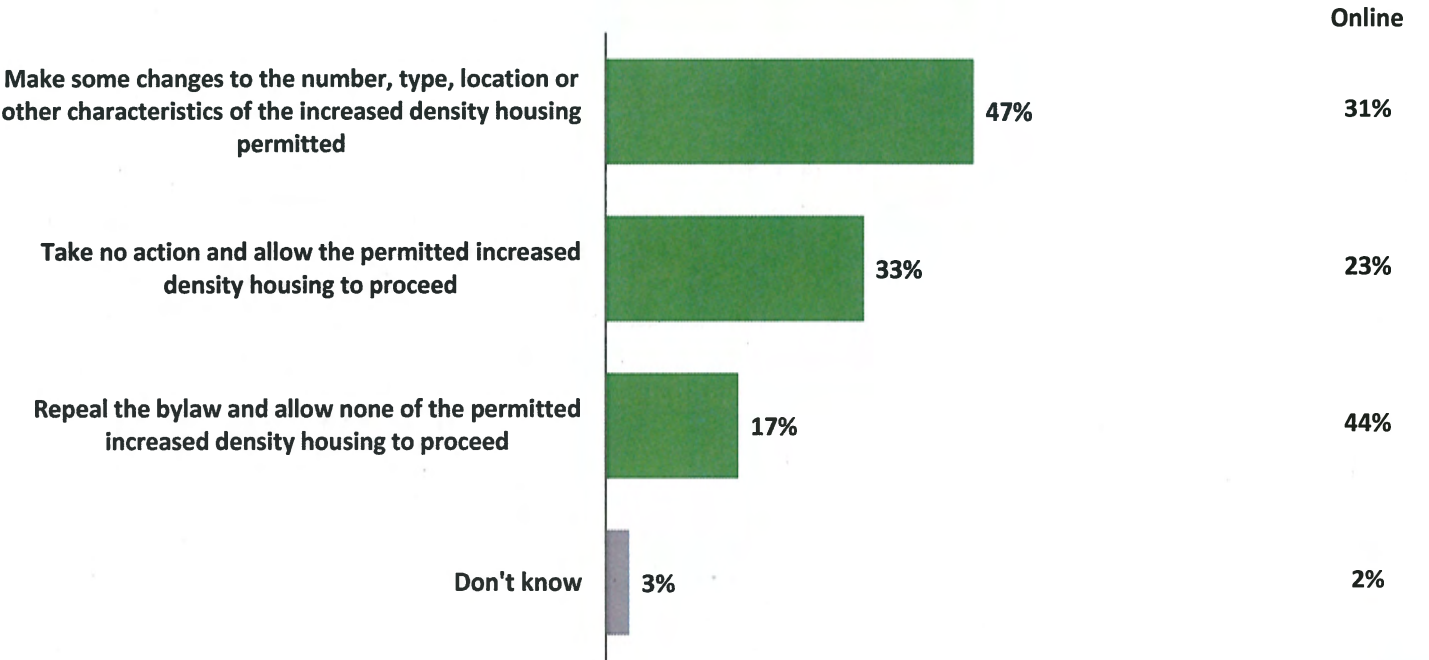


Approach Desired from Council

Ipsos Public Affairs

North Saanich residents are split in terms of the approach they would like to see Council take with respect to bylaw 1352 and the increased density housing permitted in the two areas. Half of residents want a concrete action, including 33% who want Council to allow the permitted increased density housing to proceed and 17% who want Council to repeal the bylaw and allow none of the permitted increased density housing to proceed. Another half of residents (47%) say they want Council to make some changes the number, type, location or other characteristics of the increased density housing permitted.

Online survey respondents are also split, but the ordering of their preferences differs from the general public phone survey. Their top option, though still well short of a majority opinion, is to repeal the bylaw (44%). The second place option is to make some changes (31%) and the third place option is to allow the permitted increased density to proceed (23%).



Q7. There has been some discussion in the community about how North Saanich Council should proceed with respect to bylaw 1352 and the increased density housing permitted in these two areas. Which of the following three approaches would you most like to see Council take?

Base: All respondents (phone n=300, online n=319)

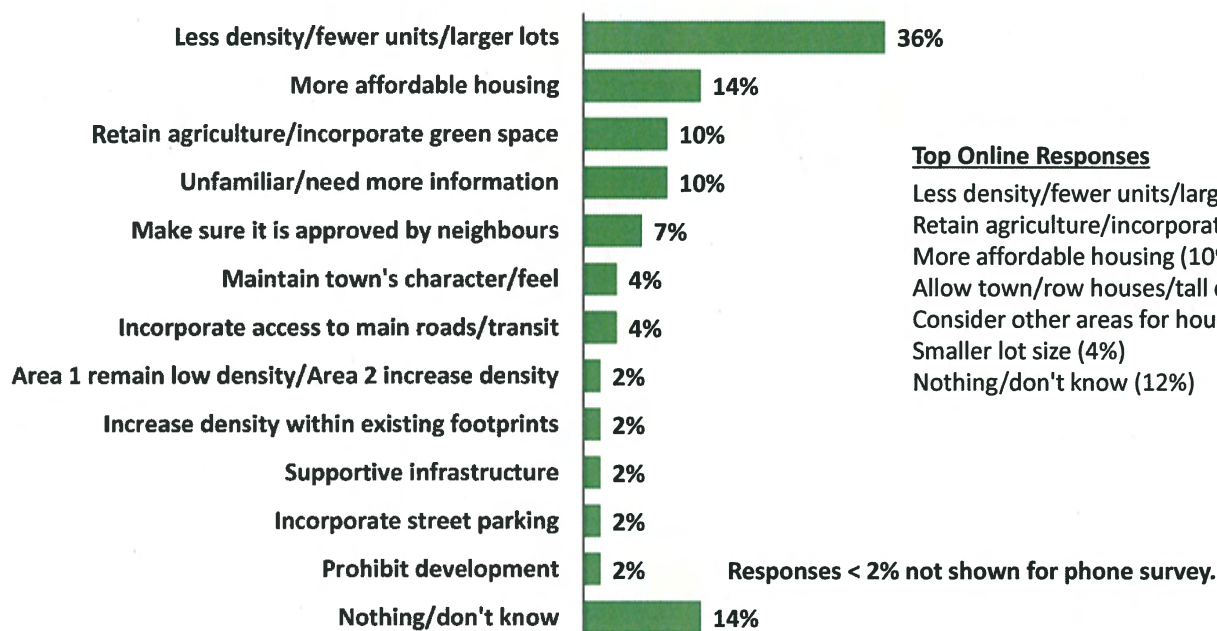


## Changes Desired (Among Those Wanting Change in Q7) (Coded Open-Ends, Multiple Responses Allowed)

Ipsos Public Affairs

Those who wanted to see Council make some changes (the 47%) were asked to provide open-ended suggestions for the specific changes they would like to see. The top suggestion was for less density, fewer units or larger lots (36%). Other frequent suggestions were to include more affordable housing (14%) and to retain agricultural/incorporate green space (10%).

Online survey respondents also were most likely to mention less density/fewer units/larger lots (51%). Other suggestions included retaining agriculture/incorporate green space (20%) and more affordable housing (12%).



### Top Online Responses

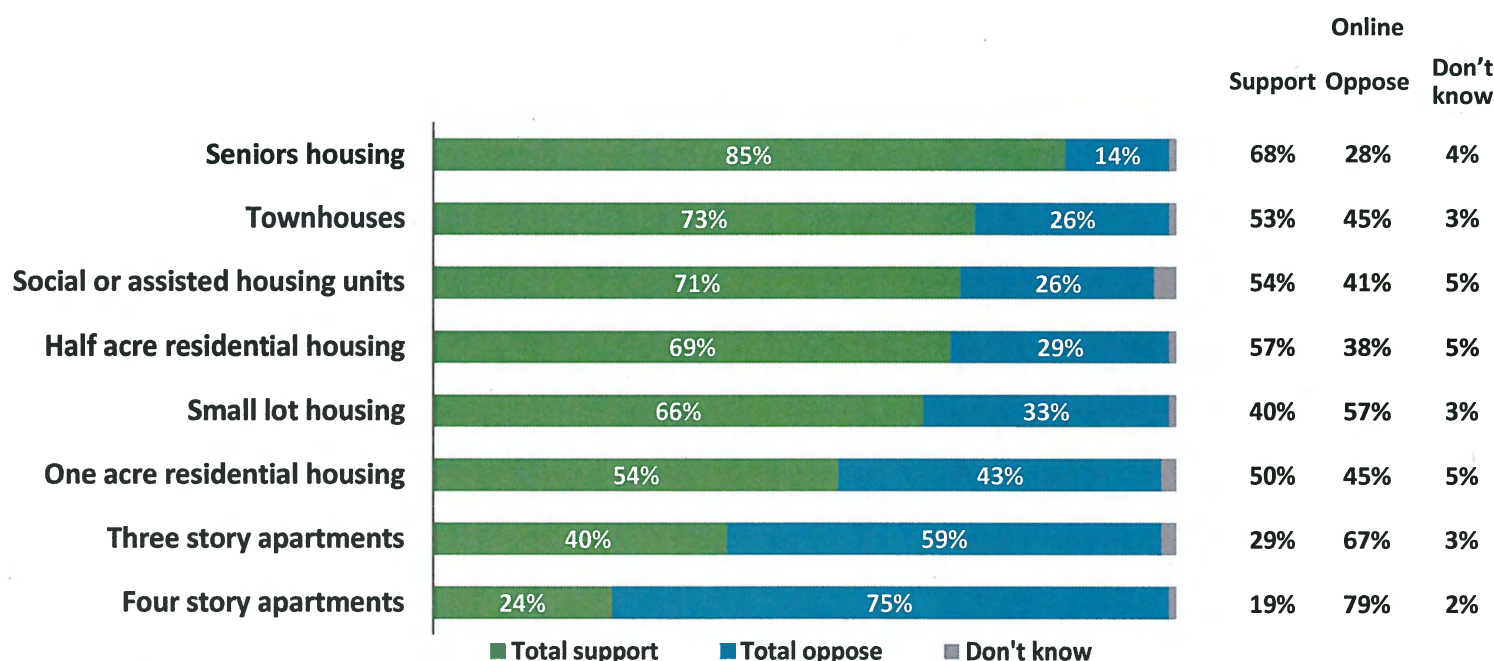
Less density/fewer units/larger lots (51%)  
 Retain agriculture/incorporate green space (20%)  
 More affordable housing (10%)  
 Allow town/row houses/tall condominiums (5%)  
 Consider other areas for housing (5%)  
 Smaller lot size (4%)  
 Nothing/don't know (12%)

## Support for Housing Types in Areas 1 and 2

Ipsos Public Affairs

North Saanich residents support several different housing types in Areas 1 and 2. Seven-in-ten or more residents say they support seniors housing (85%), townhouses (73%) and social or assisted housing (71%) in these areas. A majority of residents also support half acre residential housing (69%), small lot housing (66%) and one acre residential housing (54%). There is far less support for either three story apartments (40%) or four story apartments (24%).

Online survey respondents are less supportive of all types of housing, although more than two-thirds support seniors housing (68%) and a slim majority support half acre residential housing (57%), social/assisted housing (54%) and townhouses (53%).



Q9. Generally speaking and regardless of your earlier answers, which of the following types of housing would you support in Areas 1 and 2? Would you strongly support, somewhat support, somewhat oppose or strongly oppose [READ RANDOM]?

Base: All respondents (phone n=300, online n=319)



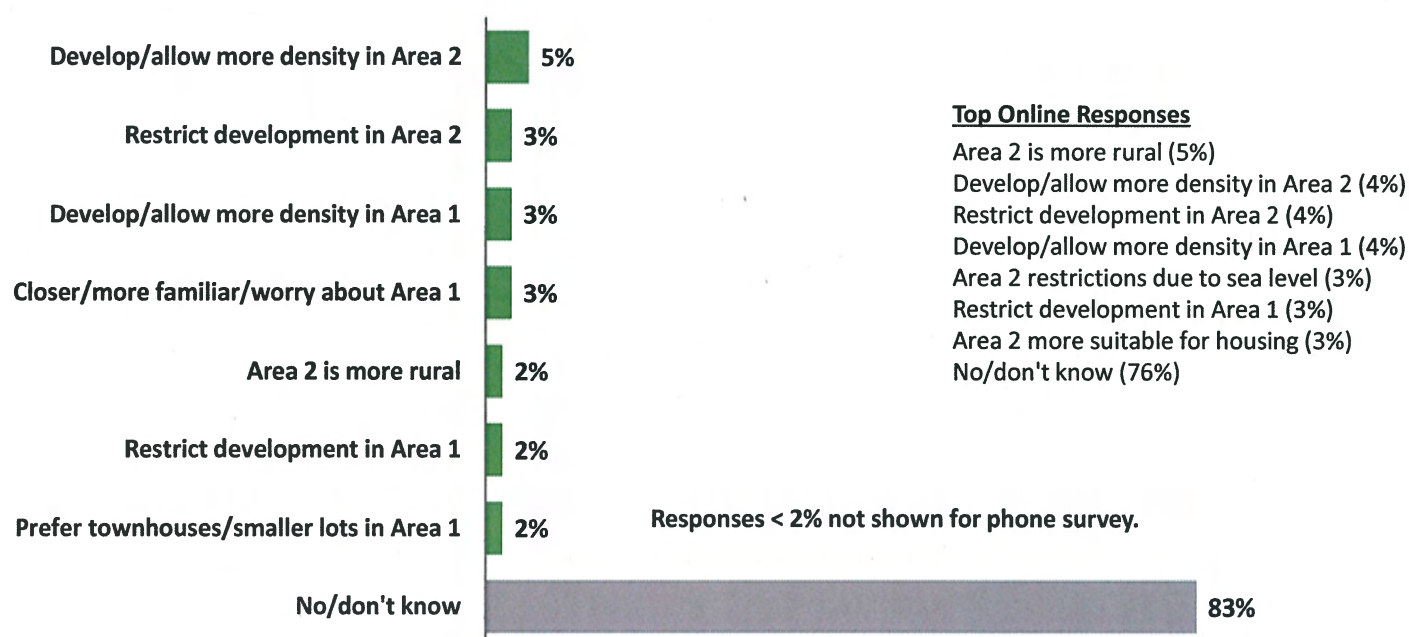


## Differing Views Between Area 1 and Area 2 (Coded Open-Ends, Multiple Responses Allowed)

Ipsos Public Affairs

The vast majority (83%) of North Saanich residents say their opinion on these issues does not differ significantly in any way between Area 1 and Area 2.

Similarly, three-quarters (76%) of online respondents say their opinion does not differ between Area 1 and Area 2.



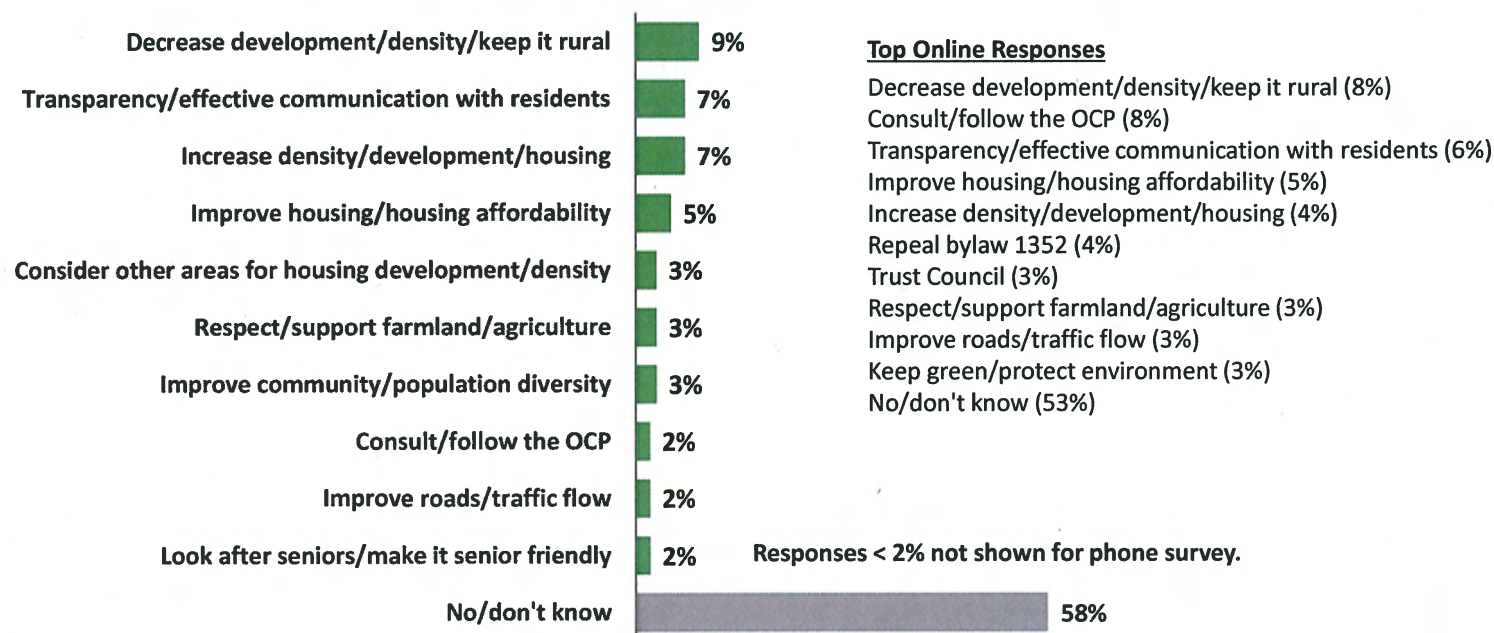
19 Q10. Do your opinions on these issues differ significantly in any way between Area 1 and Area 2?  
 Base: All respondents (phone n=300, online n=319)

## Other Comments/Advice for District of North Saanich (Coded Open-Ends, Multiple Responses Allowed)

Ipsos Public Affairs

At the end of the survey, respondents were provided with an opportunity to provide additional open-ended comments or advice for the District of North Saanich on these issues. Six-in-ten (58%) had no additional comments on the issues. The top responses were to decrease development/density/keep it rural (9%), provide transparency/effective communication with residents (7%) and to increase density/development/housing (7%).

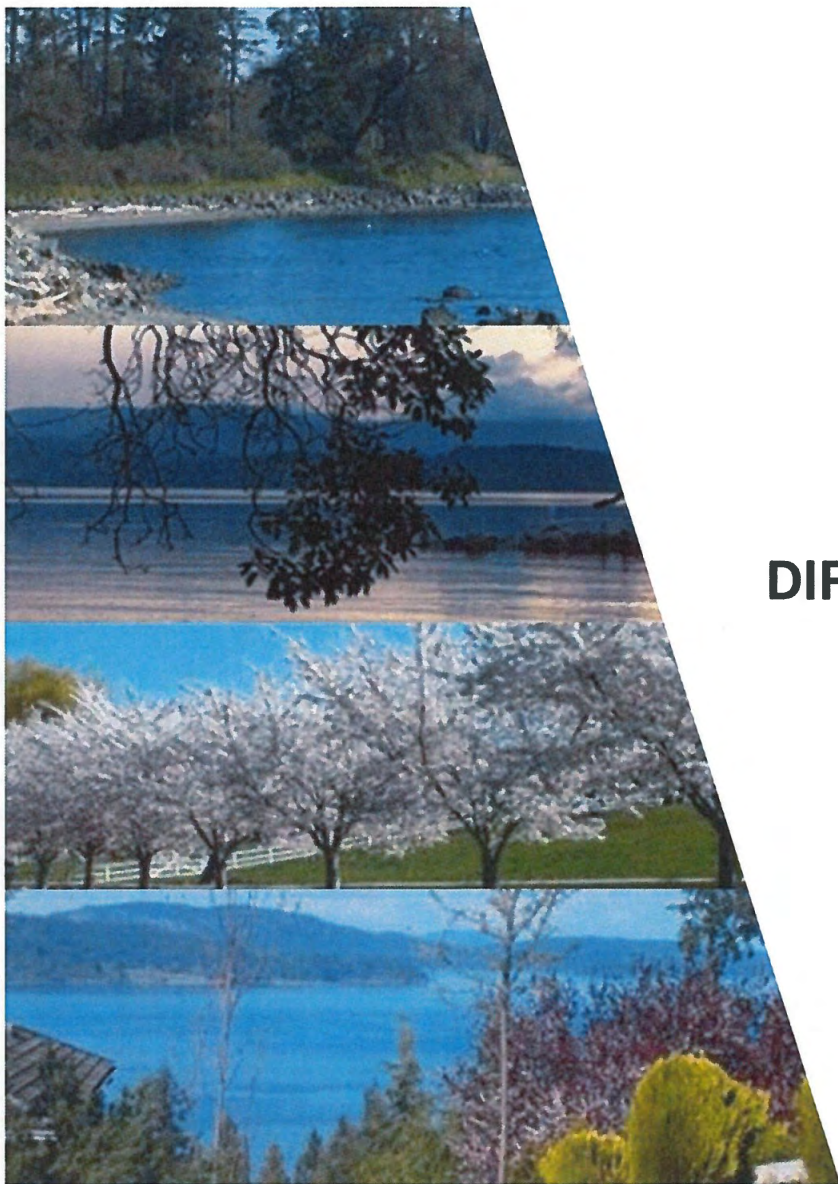
Roughly half (53%) of the online respondents also had no further comments. The top responses provided were to decrease development/density/keep it rural (8%), consult/follow the OCP (8%) and to provide transparency/effective communication with residents (6%).



20 Q11. Do you have any other comments or advice for the District of North Saanich on these issues?  
Base: All respondents (phone n=300, online n=319)

**Ipsos Public Affairs**

## **DIFFERENCES BY SEGMENTS**





## Differences by Segments

The detailed tables (under separate cover) break out the results of the phone survey by gender, age, education and years in community. While for the most part, survey results were consistent across these segments, the few differences are summarized below.

### Differences by Gender

- Men are MORE likely to say they support both three story apartments (46% vs. 34% of women) and four story apartments (29% vs. 19% of women) in Areas 1 and 2.

### Differences by Age

- Residents under the age of 55 years are MORE likely to say they support half acre residential housing (81% vs. 60% of 55+ years) and one acre residential housing (63% vs. 47% of 55+ years) in Areas 1 and 2.
- Residents 55 years and older are MORE likely to say they support three story apartments (44% vs. 34% of under 55 years) in Areas 1 and 2.

### Differences by Education

- University graduates are MORE likely to say the increased density housing permitted in Areas 1 and 2 is NOT consistent with either the overall OCP objectives (51% vs. 41% of non-university graduates) nor the cornerstone objective to preserve the rural, agricultural and marine character of the community (56% vs. 47% of non-university graduates).
- University graduates are MORE likely to say they want Council to make some changes to the number, type, location or other characteristics of the increased housing permitted (51% vs. 41% of non-university graduates) and LESS likely to say they want Council to take no action and allow the permitted increased density to proceed (25% vs. 42% of non-university graduates).
- University graduates are LESS likely to say they support both townhouses (68% vs. 78% of non-university graduates) and one acre residential housing (47% vs. 60% of non-university graduates) in Areas 1 and 2.

### Differences by Time in Community

- Longer term residents are LESS likely to support townhouses (66% of 21+ years vs. 79% of 0-10 years, 75% of 11-20 years) in Areas 1 and 2.
- Shorter term residents are MORE likely to support one acre residential housing (64% of 0-10 years vs. 51% of 11-20 years, 49% of 21+ years) in Areas 1 and 2.

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## **ADDITIONAL ONLINE OPEN-ENDED QUESTIONS**

## Additional Online Open-Ends (Coded Open-Ends, Multiple Responses Allowed)

The number of open-ended questions in the phone survey was restricted in order to keep the survey to a reasonable length. Some additional open-ended questions were added to the online survey, because length was less of a concern. The responses to these online-only open-ends are summarized below.

*Q7a. Why would you like to see Council take no action and allow the permitted increased density housing to proceed?*

Base: Take no action (n=73)

### Top Online Responses

More/new housing needed (27%)  
Affordable housing needed (22%)  
Areas suited for residential (18%)  
Retain/preserve rural community (10%)  
Attract youth/families (10%)  
Bylaw acceptable/supported (10%)  
Allows increased density (8%)  
Brings in taxes/taxpayers (7%)  
Increase growth in population (5%)  
Increase cultures/social diversity (5%)  
Nothing/don't know (11%)

*Q7b. Why would you like to see Council repeal the bylaw and allow none of the permitted increased density housing to proceed*

Base: Repeal bylaw (n=140)

### Top Online Responses

Bylaw 1352 doesn't fit OCP (40%)  
Retain rural community (24%)  
Not supported in community (24%)  
Retain agriculture/green space (17%)  
Areas can't support density (15%)  
Pressure on infrastructure/services (9%)  
Other areas for development (9%)  
Traffic/noise problems (8%)  
Would bring urban feel (8%)  
Nothing/don't know (1%)

*Q9a. Do you have any additional comments or suggestions regarding the types of housing you would support in Areas 1 and 2?*

Base: All respondents (n=319)

### Top Online Responses

Affordable housing (7%)  
Single family housing (6%)  
Retain agriculture/green space (6%)  
Seniors housing/facilities (4%)  
More 2-3 story town/row houses (4%)  
Higher density (4%)  
Retain rural community (4%)  
Bylaw 1352 should respect OCP (4%)  
No/don't know (55%)



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## **SAMPLE CHARACTERISTICS**



## Sample Characteristics

	Phone Unweighted (n=300)	Phone Weighted (n=300)	Online Unweighted (n=319)
<b>Age</b>			
18 to 24	2%	2%	2%
25 to 34	1%	2%	8%
35 to 44	6%	9%	9%
45 to 54	21%	31%	11%
55 to 64	23%	18%	25%
65 to 74	31%	25%	34%
75 or older	16%	13%	10%
Refused	0%	0%	1%
<b>Gender</b>			
Male	40%	49%	50%
Female	60%	52%	49%
Other/Refused	0%	0%	1%
<b>Time in District</b>			
<5 years	9%	10%	13%
5-10 years	19%	19%	17%
11-20 years	33%	33%	29%
21-30 years	23%	23%	27%
>30 years	16%	15%	12%
Refused	0%	0%	2%

	Phone Unweighted (n=300)	Phone Weighted (n=300)	Online Unweighted (n=319)
<b>Own or Rent</b>			
Own	92%	91%	94%
Rent	6%	7%	5%
Refused	2%	3%	1%
<b>Kids &lt;18 at Home</b>			
Yes	14%	19%	21%
No	86%	81%	78%
Refused	0%	0%	1%
<b>Education</b>			
Some HS	3%	3%	2%
Graduated HS	9%	9%	6%
Some college/trades	9%	10%	6%
Finished college/trades	19%	19%	14%
Some university	9%	9%	6%
University degree	20%	20%	23%
Graduate degree	29%	28%	37%
Refused	3%	2%	6%





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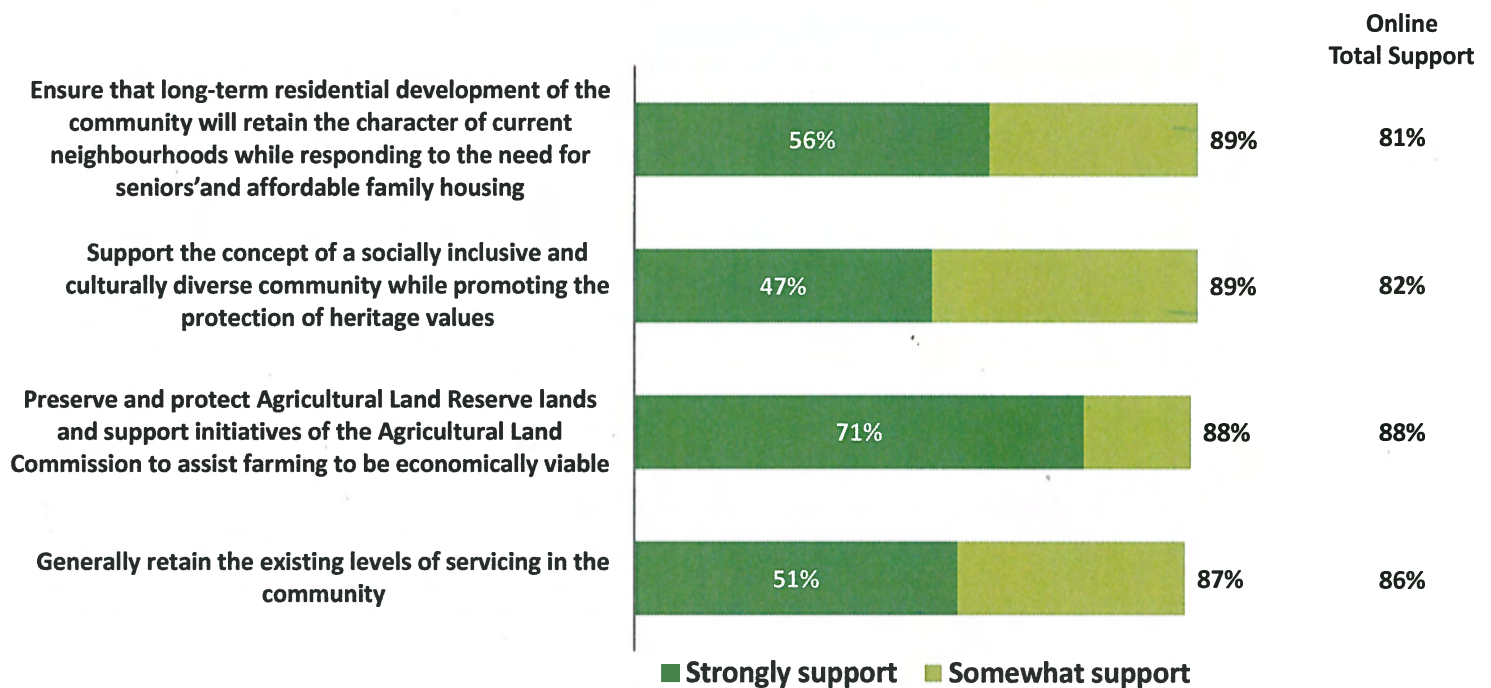
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## Support for OCP Objectives (Slide 2 of 2)

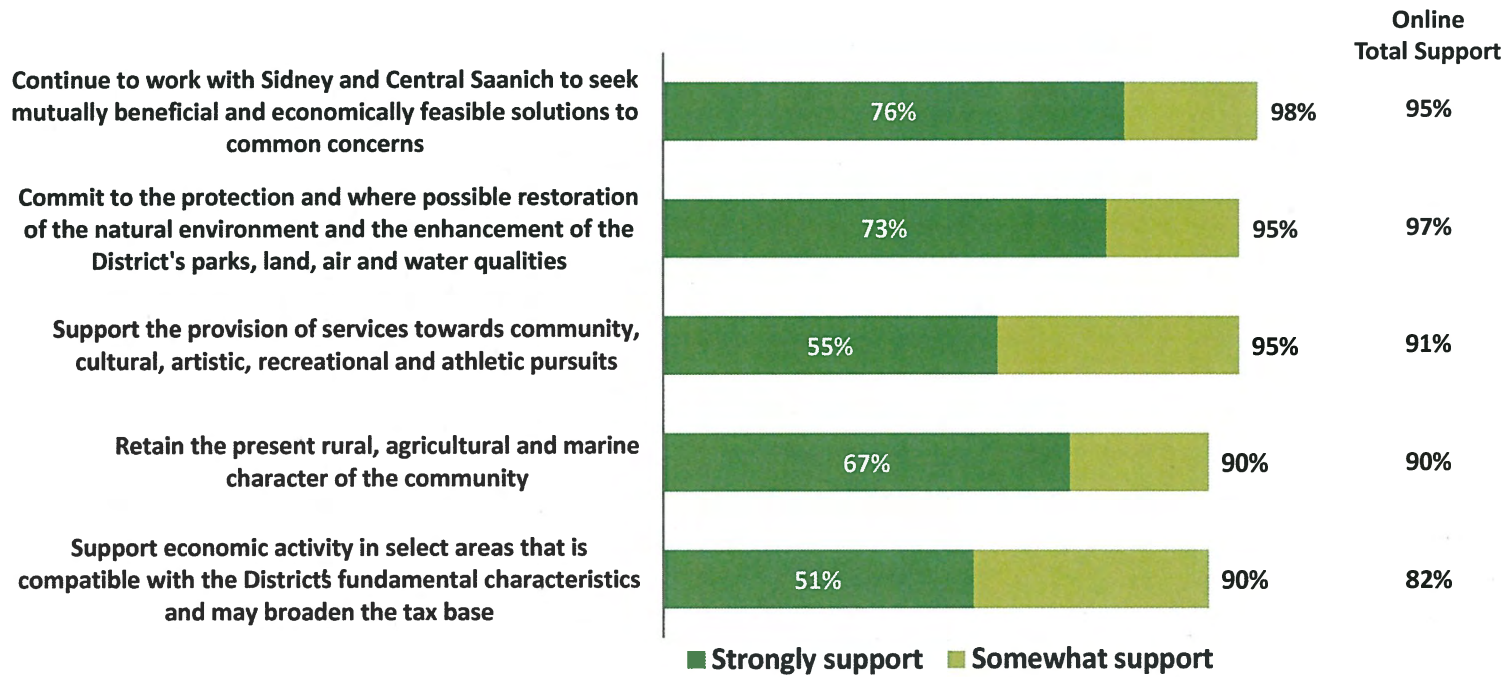
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Support for OCP Objectives (Slide 1 of 2)

North Saanich residents are highly supportive of all nine objectives in the Official Community Plan (OCP) that are meant to provide the framework for future land use. Support ranges from a high of 98% for working with neighbouring municipalities on common concerns to a low of 87% for retaining service levels in the community. Nine-in-ten (90%) residents say they support the cornerstone objective of retaining the present rural, agricultural and marine character of the community.

Online survey respondents are also highly supportive of all nine objectives. Their highest support was for protection/restoration of the natural environment and enhancement of parks/land/air/water (97%). Their lowest support was for ensuring that development will retain the character of current neighbourhoods while responding to the need for seniors/affordable family housing (81%).



10 Q2. Do you strongly support, somewhat support, somewhat oppose or strongly oppose including this objective in the plan?  
(Shortened version – see final questionnaire for full question wording)  
Base: All respondents (phone n=300, online n=319)



# **Regional Growth Strategy**

## **Capital Regional District**

September 2016



Making a difference...together





## CAPITAL REGIONAL DISTRICT

### BYLAW NO. 4017

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#### A BYLAW TO ADOPT A REGIONAL GROWTH STRATEGY FOR THE CAPITAL REGIONAL DISTRICT

---

WHEREAS Part 13 of the *Local Government Act* provides for a regional district to undertake the development, adoption, implementation, monitoring and review of a regional growth strategy;

AND WHEREAS the Board of the Capital Regional District by resolution dated July 13, 2011 initiated the review of "Capital Regional District Regional Growth Strategy Bylaw No. 1, 2002", pursuant to Section 433 of the *Local Government Act*,

AND WHEREAS the Board of the Capital Regional District has given notice to each affected local government; and has obtained the acceptance of each affected local government to the proposed amendment, pursuant to Section 436(3) and Section 437(3) of the *Local Government Act*;

NOW THEREFORE the Board of the Capital Regional District, in open meeting enacts as follows:

1. "Capital Regional District Regional Growth Strategy Bylaw No. 1, 2002" is hereby repealed.
2. Schedule "A" attached to and forming part of this Bylaw is hereby designated as the "Regional Growth Strategy for the Capital Regional District."
3. This Bylaw may be cited as the "Capital Regional District Regional Growth Strategy Bylaw No.1, 2016" and takes effect on the date adopted.

READ THE FIRST TIME this 13<sup>th</sup> day of September, 2016

READ THE SECOND TME this 13<sup>th</sup> day of September, 2016

FIRST AND SECOND READING RESCINDED this 12<sup>th</sup> day of October, 2016

READ THE FIRST TIME this 12<sup>th</sup> day of October, 2016

READ THE SECOND TME this 12<sup>th</sup> day of October, 2016

PUBLIC HEARING CONDUCTED PURSUANT TO PART 13, SECTION 434 of the *LOCAL GOVERNMENT ACT* this \_\_\_\_ day of \_\_\_\_\_, \_\_\_\_

READ THE THIRD TIME this \_\_\_\_ day of \_\_\_\_\_, \_\_\_\_

ADOPTED this

\_\_\_\_ day of \_\_\_\_\_, \_\_\_\_

\_\_\_\_\_  
Chair

\_\_\_\_\_  
Secretary

The Capital Regional District  
Regional Growth Strategy  
(Schedule “A” to Bylaw No. 4017)

**Prepared by**

Regional and Strategic Planning  
Capital Regional District





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# Vision

In 2038, Capital Regional District residents enjoy a healthy and rewarding quality of life. We have a vital economy, livable communities and steward our environment and natural resources with care. Our choices reflect our commitment to collective action on climate change.

Fundamental to this vision is a commitment to work toward regional sustainability. Simply defined, sustainability means that actions taken to meet needs today do not compromise the ability of future generations to meet their needs, ensure the ongoing health of the natural processes that sustain life, and support the social and economic arrangements that create prosperity and well-being. Further, sustainability is critical to addressing head-on the myriad effects of a changing global climate. Whether in the context of compact growth, multi-modal transportation, greenhouse gas emissions reductions, environmental conservation, protection of human and ecosystem health or safe and complete communities, decisions at the local and regional level play an important role in addressing climate change.

The purpose of the Regional Growth Strategy is to help realize the region's vision, through the commitment of the Capital Regional District, the Juan de Fuca Electoral Area and local municipalities to guide growth and change toward common objectives.

## Objectives:

- Keep urban settlement compact;
- Protect the integrity of rural communities;
- Protect, conserve and manage ecosystem health;
- Deliver services consistent with RGS objectives;
- Create safe and complete communities;
- Improve housing affordability;
- Increase transportation choice;
- Strengthen the regional economy;
- Foster a resilient food and agriculture system; and
- Significantly reduce community-based greenhouse gas emissions.

## Context

A regional growth strategy is a framework, developed by municipalities and the regional district in partnership, for identifying social, economic and environmental objectives. Its purpose, under Part 13 of the *Local Government Act*, is 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.” A regional growth strategy expresses how communities will work together to enhance regional quality of life and social well-being. As of 2008, regional growth strategies must also include policies, actions and targets for the reduction of greenhouse gas emissions.

The Capital Regional District adopted a Regional Growth Strategy bylaw in 2003. In 2008, the Capital Regional District Board in partnership with local municipalities initiated the required five year review of the Regional Growth Strategy (2003). The 2016 update to the Regional Growth Strategy follows considerable public and intergovernmental discussion and consultation. Map 1 shows the Regional Growth Management Planning Area. At the present time, the Capital Region’s ten First Nations are not partners in the regional growth strategy, nor does it apply to the Salt Spring Island and the Southern Gulf Islands Electoral Areas, which fall under the planning jurisdiction of the Islands Trust (see Map 1).

Citizens, local governments, First Nations, school district boards, stakeholders, and provincial and federal agencies have been involved in the Strategy’s update through a regional sustainability planning process. This process determined that many of the policies of the Regional Growth Strategy (2003) are achieving desired objectives, notably, increasing compact and complete communities, acquiring green space, and substantially completing the regional trail network. Further, key complementary planning documents identified as actions to implement the Regional Growth Strategy (2003) are complete, including:

- 2007 Regional Housing Affordability Strategy; and
- Regional Transportation Strategy (completed as the 2014 Regional Transportation Plan and the 2011 Pedestrian and Cycling Master Plan).

Input and feedback have affirmed the desire for a strong growth management framework rooted in the 2003 Regional Growth Strategy objectives and emphasized the importance of mitigating and adapting to the effects of climate change. Updates integrate recommendations from completed planning documents and address the requirements for policies, actions and targets for greenhouse gas reductions.

MAP 1: REGIONAL GROWTH MANAGEMENT PLANNING AREA





The Capital Region is located at the southern-most end of Vancouver Island, in the Cascadia/Salish Sea bio-region (see Map 2). The bio-region runs north-south along a coastal corridor stretching from Campbell River south to Olympia, Washington and east to Hope. The Capital Region's present settlement pattern is characterized by a diverse mix of urban and rural communities, with a concentration of population in the Core Area located along key transportation corridors. The West Shore and Saanich Peninsula feature smaller urban centres, with forestry lands to the west throughout the Juan de Fuca Electoral Area. Agricultural lands are concentrated on the Saanich Peninsula, with some slightly more dispersed lands on the West Shore.

In this context, modest population growth is forecast for the Capital Region. Table 1 highlights existing and forecasted population, dwelling units and employment.

**TABLE 1. POPULATION, DWELLING UNIT AND EMPLOYMENT FORECAST**

	2011			2038			Population Share	
	Population	Dwellings	Employment	Population	Dwellings	Employment	2011	2038
<b>Core</b> <ul style="list-style-type: none"> <li>• Esquimalt</li> <li>• Oak Bay</li> <li>• Saanich</li> <li>• Victoria</li> <li>• View Royal</li> </ul>	238,900	111,400	141,900	276,700	137,400	164,900	68.9%	62.6%
<b>Saanich Peninsula</b> <ul style="list-style-type: none"> <li>• Central Saanich</li> <li>• North Saanich</li> <li>• Sidney</li> </ul>	38,400	16,100	20,300	47,300	20,900	24,900	11.1%	10.7%
<b>West Shore</b> <ul style="list-style-type: none"> <li>• Colwood</li> <li>• Highlands</li> <li>• Juan de Fuca Electoral Area</li> <li>• Langford</li> <li>• Metchosin</li> <li>• Sooke</li> </ul>	69,600	26,700	21,500	117,800	46,600	42,700	20.0%	26.7%
<b>Total</b>	346,900	154,200	183,700	441,800	204,900	232,500	100%	100%

Source: Urban Futures, 2014

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

## MAP 2: SALISH SEA



From a 2011 base of approximately 346,900, the region's population is forecast to increase by approximately 94,900 people to 441,800 in 2038, an approximate 1% average annual population increase. The slow aging of the region's population continues as a significant trend, with the proportion of residents 65 years and older expected to rise from 18% in 2011 to 26% by 2038. Further, although the workforce (ages 15 to 64) is projected to grow by 31,900, the proportion of workforce to total population is projected to decline from 69% to 61% by 2038. Serving the needs of an aging population in the context of a proportionately smaller workforce will affect all aspects of the region's social, economic and physical development.

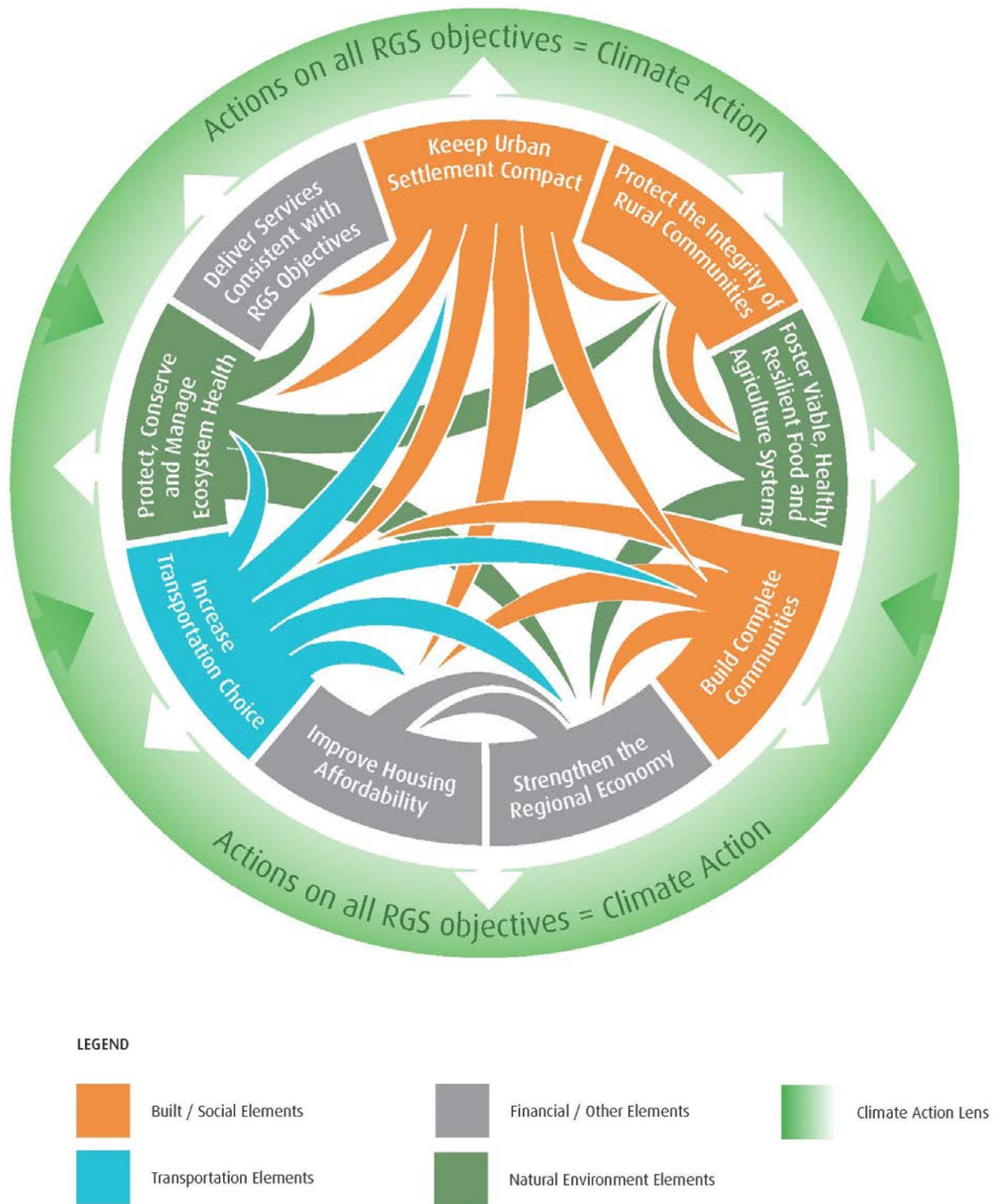
It continues to be clear, however, that even modest population growth would undermine the regional vision if it were accommodated as it has been since the 1950s, through further urban expansion into farms, forests and countryside. Further, an expanded regional footprint would significantly contribute to increased greenhouse gas emissions. Achieving the regional vision requires a concerted effort to largely shift to policies that encourage investment and development in complete communities within the designated growth area. Paramount to success is coordinated and consistent decision-making that focuses on how people, land use, transportation, infrastructure and technology can mitigate and adapt to a changing climate.

The Regional Growth Strategy supports the regional vision by making this policy shift, through objectives that aim to: keep urban settlement compact; protect the integrity of rural communities; protect, conserve and manage ecosystem health; deliver services consistent with RGS objectives; build safe and complete communities; improve housing affordability; increase transportation choice; strengthen the regional economy; and, foster a resilient food and agriculture system. Realising these objectives is critically important for successfully reducing greenhouse gas emissions.

Figure 1 illustrates the interconnections among the Regional Growth Strategy objectives and between these objectives and climate change. The objectives are colour-coded to reflect how different elements of sustainability are represented in the Regional Growth Strategy and how together, these elements provide for a climate action lens. *Keeping urban settlement compact* and *increasing transportation choice* have a high degree of interdependence with other objectives. These strong links illustrate that achieving these two objectives will be particularly important for the realization of the regional vision. Further, the graphic illustrates that the Regional Growth Strategy objectives will support climate action and that taking action on climate change will, in turn, impact each objective.



FIGURE 1. REGIONAL GROWTH STRATEGY INTERCONNECTIONS





# Objectives

The Regional Growth Strategy includes integrated objectives, incorporating policies, targets, maps and guidelines that together express a program of joint action by the Capital Regional District and local municipalities to achieve the regional vision.

- Objectives define a desired future on matters of regional interest.
- Policies are provided under the “policy” heading for each objective. The Capital Regional District will implement policies and undertake actions for regionally-delivered services and programs. Local municipalities will identify how their Official Community Plan aligns to each policy in a Regional Context Statement.
- Maps showing the Growth Management Concept Plan (Map 3) and details of the Renewable Resource Lands (Map 4) provide spatial definition for policy.
- Targets for each objective are provided in Table 2 at the end of the document. Targets are aspirational in nature. It is unlikely that they will be achieved by the CRD and municipalities alone. Achieving the targets will require concerted effort on the part of the CRD and municipalities as well as senior governments, local residents and businesses, utilities, community groups and others.
- Actions for the Capital Regional District to implement the Regional Growth Strategy are provided in the Implementation Measures section.

Subject to the *Local Government Act* and the articulation of policies in the Regional Growth Strategy document, the CRD and local municipalities recognize that the Regional Growth Strategy is intended as a planning policy document to serve as a guide for future decision making.

## 1.1 Keep Urban Settlement Compact

A designated Growth Policy Area aims to keep urban areas compact and to keep growth largely contained within its boundaries. Fundamental to urban containment are four related approaches that aim to increase the capacity of urban areas, particularly in the Core Municipalities and the urban West Shore, to accommodate new growth.<sup>1</sup>

### Approaches

- I. Establish a strong mix of uses focused around Victoria's downtown core area as the primary regional employment, business and cultural centre;
- II. Focus employment and population growth primarily in complete communities, located in areas that meet criteria described in Objective 3.1, that will encourage the development of walkable, bikeable and transit-focused areas with a dense mix of housing, employment, services and public open space;
- III. Increase the proportion of apartments, row houses and other attached housing types within the Growth Policy Area, especially within Complete Communities; and,
- IV. Locate a minimum of 95% of the region's new dwelling units to 2038 within the Growth Policy Area.

The aim of keeping urban settlement compact is to concentrate growth within a firm Growth Policy Area Boundary that will over time result in the creation of centres and connecting corridors that can be effectively served by express-bus transit. This lays the foundation to achieve a longer term objective of connecting the downtown Victoria–Douglas Street–Uptown corridor with Colwood and Langford by high– capacity public transit running in a dedicated right-of-way.

To support quality of life and community character in rural areas, urban containment directs growth into complete communities to reduce development pressures in the Saanich Peninsula, rural West Shore, Sooke and the Juan de Fuca Electoral Area. Growth outside the growth boundary is to be kept to 5% or less of the regional total.

A Growth Management Concept Plan and four land use policy designations will help keep urban settlement compact. Map 3 sets out the Growth Management Concept Plan and Map 4 provides additional detail for the Renewable Resource Lands Policy Area.

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<sup>1</sup> Table 1 provides a general forecast, for information only, of population, dwelling units and employment in 2038 by sub-region that could be expected under the Regional Growth Strategy.

## Land Use Designations

**Capital Green Lands Policy Area:** Includes Ecological Reserves, Capital Regional District Water lands, and Parks. The Regional Growth Strategy sets out in policy 2.1(1) the continued long-term use of these lands for these purposes.

**Renewable Resource Lands Policy Area:** Includes lands within the Agricultural Land Reserve (ALR), the Private Managed Forest Lands and Crown Forest Lands. The Regional Growth Strategy sets out in policy 5.1(4) the continued long-term use of these lands as renewable resource working landscapes.

**Growth Policy Area:** Includes residential, general employment, commercial and industrial lands, as well as other associated land uses. The Growth Policy Area is intended to accommodate 95% of the region's new dwelling units, and is where major new transportation infrastructure investments will be directed. The Regional Growth Strategy restricts extension of urban-standard sanitary sewerage services beyond the Growth Policy Area Boundary as set out under policy 2.2(5).

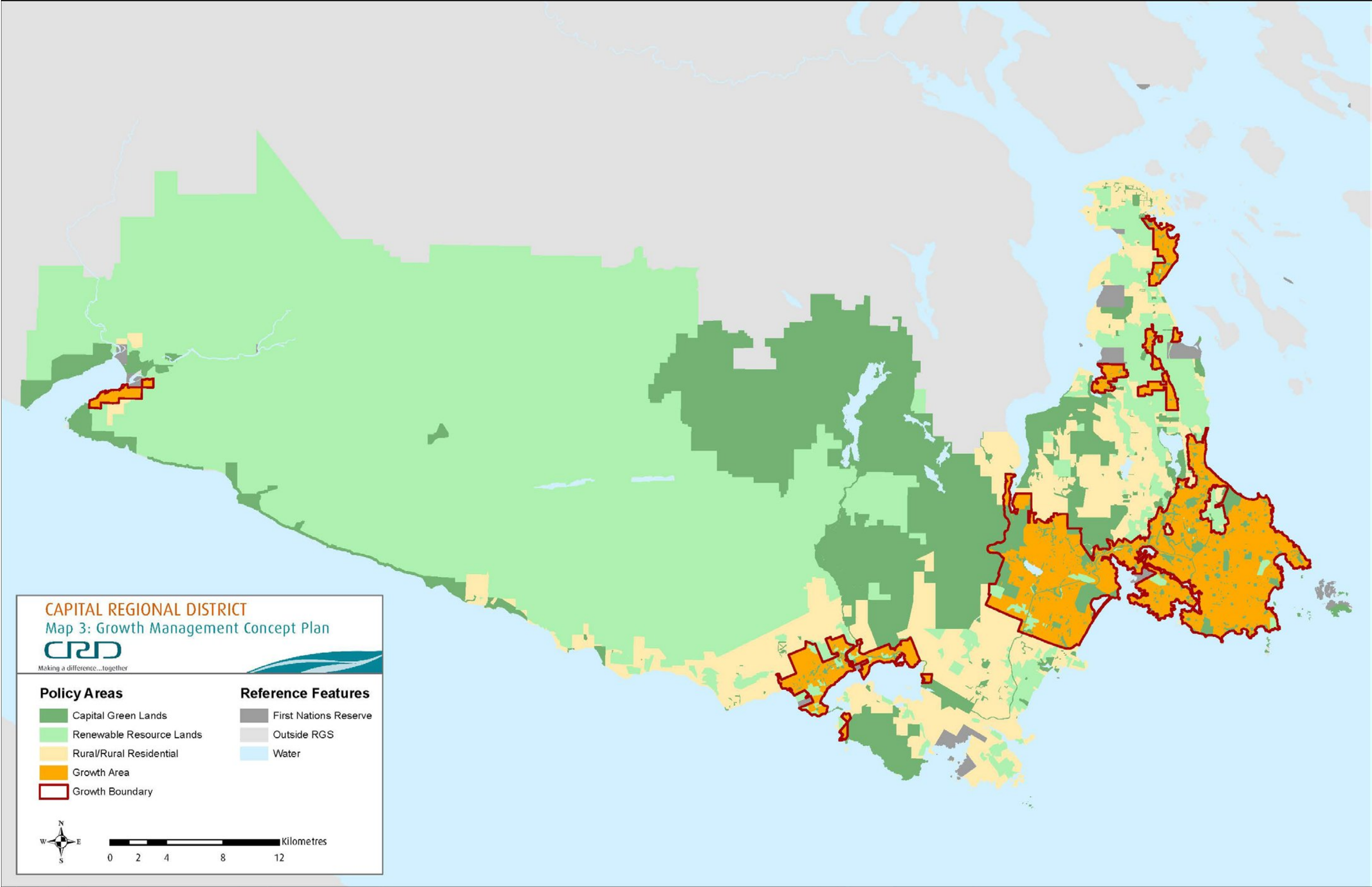
Within the Growth Policy Area, employment and population growth is to be directed to areas that meet criteria set out in Objective 3.1, for complete communities. Complete communities are intended to accommodate housing, jobs and services at densities that will support transit. Focusing growth in complete communities is central to reducing community-based greenhouse gas emissions, reducing development pressure on rural and resource lands and keeping infrastructure affordable.

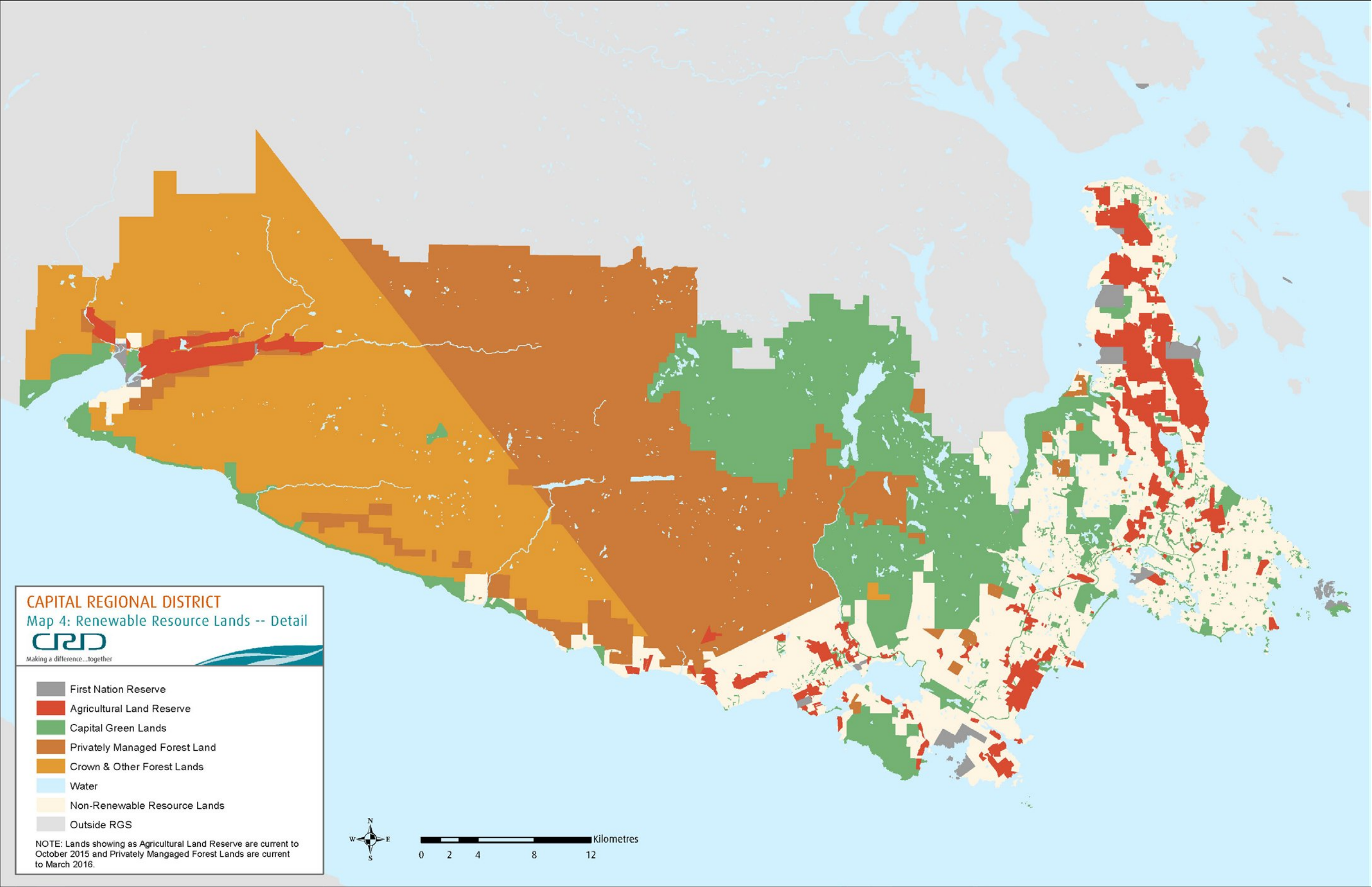
Where Capital Green Lands and Renewable Resource Lands Policy Areas overlap with the Growth Policy Area, the land use policy for the Capital Green Lands and Renewable Resource Lands Policy Areas shall take precedence. Liquid waste service may be provided to such lands within the Growth Policy Area provided it is for a purpose consistent with the land use designations for the Capital Green Lands and Renewable Resource Lands Policy Areas.

**Rural/Rural Residential Policy Area:** Includes lands to be used for rural and rural residential purposes and the Victoria International Airport (with development potential as established through approved Memorandum of Understanding). The Regional Growth Strategy sets out in policy 1.1(1) and 1.2(1) that Rural / Rural Residential lands are not intended to become future urban areas requiring extensive services. Residential uses are of a form, density and character that support rural working landscapes. Commercial uses are local serving and such uses and other employment opportunities result in minimal impact to the surrounding community and to the environment. Low-impact tourism uses complement rural character. The policy area also includes lands with ecosystem benefits to be identified and protected through means such as development permit areas, conservation covenants, or acquisition and designation as a park or ecological reserve.









## Policies

1. Provide for land uses consistent with the Growth Management Concept Plan depicted on Map 3 and adopt policies to implement the Growth Management Concept Plan consistent with the land use policy designations described in Objective 1.1.
2. Adopt policies regarding the protection, buffering and long term maintenance of the Growth Policy Area Boundary.
3. Permit amendment to the Growth Policy Area designation generally, only as an outcome of a comprehensive 5-year review of the Regional Growth Strategy, recognizing that municipal councils and the Capital Regional District Board are free to initiate at any time amendments to official community plans and the regional growth strategy they deem necessary, through statutory processes established in the *Local Government Act*.
4. Maintain Victoria as the primary regional employment, business and cultural centre.
5. Enhance or develop major employment and population centres in areas that meet criteria, as set out in Objective 3.1, for complete communities.



## 1.2 Protect the Integrity of Rural Communities

Keeping urban settlement compact will help protect the character and quality of rural communities, ensure that they remain strongly rooted in the agricultural and resource land base and allow the rural countryside and natural landscape to remain a durable fact of life in the Capital Region. The protection of rural communities starts with clearly defining and distinguishing between urban and rural areas. The Regional Growth Strategy does this by designating for long term protection as Capital Green Lands and Renewable Resource Lands those natural assets including parks, ecological reserves, forests, farmland and watersheds that make up the region's green infrastructure and contribute to the regional economy. The designation of a Growth Policy Area reinforces the protection of Capital Green Lands, Renewable Resource Lands and Rural / Rural Residential Policy Areas and has the further benefit of supporting the long-term effort to keep urban settlement compact.

Rural and rural-residential communities offer a choice of rural lifestyles and outdoor recreation opportunities that complement the surrounding working landscapes and preserve ecological diversity. New development in the Rural/Rural Residential Policy Area is not intended to exceed 5% of the region's new dwelling units. Policy 1.1 protects rural communities by requiring that local municipalities and the Juan de Fuca Electoral Area provide for land uses consistent with the Growth Management Concept Plan and adopt policies that would prevent lands designated as Rural/Rural Residential from becoming future urban areas. Strengthening the character and quality of rural communities can be achieved by planning for development in accordance with the principles set out below.

### Principles

- I. Maintain working landscapes including agriculture, forestry and outdoor recreation activities that contribute to the region's economy;
- II. Avoid the creation of future urban areas through development patterns that complement rural form, density and character;
- III. Minimize impacts to the natural environment and surrounding working landscapes; and
- IV. Accommodate a slow to moderate rate of growth, contributing to no more than 5% of the region's new residential units.

### Policies

1. Plan for development in the Rural / Rural Residential Policy Area depicted on Map 3 in a manner that is consistent with the principles set out in Objective 1.2.

## 2.1 Protect, Conserve and Manage Ecosystem Health

The Capital Region has a rich inheritance of natural lands and waters of great beauty and biophysical diversity. Residents of the Capital Region enjoy a healthy environment where environmental quality is improved and the inheritance of renewable and non-renewable natural resources is carefully stewarded. Many of the region's terrestrial, fresh water and marine environments – its green and blue spaces – are of provincial, national and international significance.<sup>2</sup> The system of green and blue spaces that make up the region's natural environment spans a diverse range of ecosystems and land uses and requires integrated, collaborative and co-operative management of land and water resources. The Regional Growth Strategy aims to protect the landscape character, ecological heritage and biodiversity of the Capital Region by protecting, conserving and managing lands according to the principles set out below.

### Principles

- I. Waste discharges of all types should not exceed the assimilative capacity of the natural environment (including land, air and water);
- II. Depletion rates for natural resources should not exceed the regenerative capacity of the ecosystems that produce them;
- III. Consumption of scarce renewable and non-renewable resources should be minimized through conservation, efficiency and application of technology and reduce, reuse and recycle practices;
- IV. Benefits derived from healthy ecosystems should be recognized and integrated into land use management and service delivery decisions; and,
- V. Decision-making should give first priority to options that maintain ecosystem and population health and support the ongoing ability of natural systems to sustain life.

Parkland acquisition protects lands for conservation and recreation by establishing a connected system of natural areas. Central to this system is the protection of a sea to sea green/blue belt running from Saanich Inlet south to Juan de Fuca Strait, and the development of an integrated system of parks and trails linking urban areas to rural green space areas. By applying these principles, it will be possible to improve human health,

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<sup>2</sup> The Regional Green/Blue Spaces Strategy was a foundational document for the development of the 2003 Regional Growth Strategy. The Strategy has been superseded by subsequent planning initiatives such as the Regional Parks Strategic Plan, the Integrated Watershed Management Program Plan, the Regional Parks Land Acquisition Strategy and park management plans for the Sooke Hills Wilderness and Sea to Sea Regional Parks.



reduce negative impacts on the natural environment and mitigate and adapt to the impacts of climate change.

## **Policies**

1. Ensure the long-term protection of Capital Green Lands depicted on Map 3. This could include policies for buffering and land use transition between Capital Green Lands and adjacent settled areas (i.e., lands within the Rural / Rural Residential Land Use Policy Area as well as the Growth Policy Area), as well as policies aimed at enhancing, restoring or naturalizing Capital Green Lands.
2. Prioritize community and regional park land acquisition, public and private land stewardship programs and regional trail network construction that contributes to completion of the sea to sea green/blue belt running from Saanich Inlet south to Juan de Fuca Strait.
3. Identify, protect, enhance and restore healthy ecosystems using tools that may consist of policies, regulations, development permit area guidelines, incentives, initiatives and education and outreach delivered at the local level consistent with the principles set out in Objective 2.1.
4. Protect the ecological integrity of watersheds and marine areas through collaborative initiatives consistent with the principles set out in Objective 2.1.
5. Manage surface water, drainage and groundwater in non-catchment watersheds throughout the region using an integrated watershed planning approach consistent with the principles set out in Objective 2.1.
6. Plan for the long term strategic resource needs in the Capital Region – including food, (paying specific attention to local food production), energy, water, and aggregate materials consistent with the principles set out in Objectives 2.1 and 7.1. Plans will consider long term demand, security of supply and potential impacts of factors such as long term climate change, fossil fuel depletion and water reclamation where feasible, and make policy and program recommendations to ensure that future needs are successfully anticipated and met.

## 2.2 Manage Regional Infrastructure Services Sustainably

Regional servicing infrastructure includes drinking water, liquid and solid waste. These services must be efficiently and cost-effectively managed for the long-term in order to accommodate the anticipated population increase.

The Sooke reservoir, managed and operated by the CRD, is the drinking water supply for the Capital Region. The CRD provides treated bulk water to multiple distribution systems around the region. The distribution systems differ by municipality and require ongoing cooperation for the planning and management of the service. Private wells and community water systems supply water to many residents in rural areas.

The Hartland Landfill provides solid waste disposal services for the Capital Region. The CRD sees waste as a commodity and seeks the highest and best use for these resources by applying the 5R hierarchy of Reduce, Reuse, Recycle, Resource Recovery and Residual Management. This includes a focus towards zero waste in our landfill, recycling programs, organics diversion, landfill gas capture and emerging opportunities.

The Saanich Peninsula Wastewater Treatment Plant provides secondary wastewater treatment to residents in the Saanich Peninsula. At the time of writing the Regional Growth Strategy, a planning process is underway to identify wastewater management strategies for the Core Area. Private septic fields treat liquid waste for residents in rural areas.

Infrastructure services may be impacted not only by an increased demand for the service as the population grows, but also by the form, pattern and location of new development. Servicing new development with limited or low density, which adds fewer new users per unit length of water or sewer pipe than the system average, would generally be more expensive than in denser areas. The costs of operating and maintaining this infrastructure over its lifecycle require consideration beyond the one-time capital investment. Keeping urban settlement compact will help create the densities needed to create efficient servicing infrastructure. It is also necessary to acknowledge and plan for the effects of a changing climate on regional infrastructure.

Managing regional infrastructure services according to the principles below and as outlined in Objective 2.1 will help minimize social, environmental and financial costs of providing regional infrastructure.

### Principles

- I. Promote settlement patterns that are cost-effective and efficient to service;
- II. Minimize negative financial impacts to those currently serviced (impacts to consider system life cycle costs); and

- III. Avoid negatively impacting the long-term availability of the service for existing development and planned growth within the growth boundary, recognizing the impacts of climate change.

## Policies

1. Manage infrastructure services, including water supply and distribution, in accordance with the principles set out in Objectives 2.1 (Protect, Conserve and Manage Ecosystem Health) and 2.2 (Manage Regional Infrastructure Services Sustainably).
2. Provide new water system services (public or private) only to areas where:
  - a. For a municipality, the areas to be serviced are shown on RGS Map 3 as either Growth Policy Area or Rural/Rural Residential Policy Area and the area to be serviced is consistent with OCP servicing provisions and an accepted Regional Context Statement identifies the population to be serviced and how growth in water demand will be addressed.
  - b. For the Juan de Fuca Electoral Area, the areas to be serviced are shown on RGS Map 3 as either Growth Policy Area or Rural/Rural Residential Policy Area and the area to be serviced is consistent with OCP servicing provisions and the applicable OCP identifies the population to be serviced and how growth in water demand will be addressed. Where new water system services are provided to the community of Shirley-Jordan River, areas to be serviced may also include lands shown on RGS Map 3 as Renewable Resource Lands Policy Area and designated in the OCP as Coastal Uplands subject to limiting development potential of serviced parcels to a density of *one parcel per four hectares*, as set out in the OCP.
3. Notwithstanding policy 2.2(2), the CRD may extend water service if required to address a pressing public health, public safety or environmental issue relating to *existing* units or to service agriculture.
4. Where water service is extended to service agriculture in Policy 2.2(3), water service may be provided to residential units along the serviced line on lands within the Agricultural Land Reserve as long as an OCP is in place that prevents further subdivision or an increase in permitted residential density.
5. Do not further extend urban sewer services outside the Growth Policy Area Boundary depicted on Map 3.
6. Notwithstanding policies 2.2(2) and 2.2(4), evaluate requests for services from jurisdictions outside of Capital Regional District membership with a view towards supporting mutually beneficial relationships and fostering development consistent with all RGS objectives and policies.

### 3.1 Create Safe and Complete Communities

The Regional Growth Strategy supports the development of complete communities within the Growth Policy Area that enable residents to undertake a wider range of daily activities closer to home. It does this by supporting the development of communities that offer a variety of housing types and tenures in close proximity to places of work, schools, shopping, recreation, parks and green space. Complete communities provide a better balance and distribution of jobs and housing, a wider choice of affordable housing types, a better distribution of public services and more opportunity to walk, cycle, and use public transit conveniently. Complete communities, are safe, socially diverse, openly accessible, livable and attract economic investment, thereby enhancing social sustainability and health and well-being.

The characteristics of a complete community are highly dependent on context. In some locations, the addition of employment opportunities or commercial services may be required while in others it may be the provision of a greater mix of housing types. In still others, the development of a park, footpaths or cycling facilities may help create a complete community. The criteria for a complete community within the Growth Policy Area are listed below. Outside the Growth Policy Area, the notion of what makes a community complete may be yet different and the criteria set out for complete communities does not apply to the Rural / Rural Residential Policy Area.

#### **Complete Communities Criteria**

- I. Multiple modes can be used to move to, from and within the community;
- II. Places of work, shopping, learning, recreation and parks and green space can be easily accessed by a ten minute walk or a fifteen minute bike ride;
- III. A range of housing types and tenures across the housing spectrum is available for people through all stages of their lives; and
- IV. The community is demographically diverse, with a mix of people of all ages, incomes and abilities.

Lands vulnerable to natural hazards risks may be located throughout the Growth Management Planning Area. Risks may limit or eliminate development.

## Policies

1. Identify locations within the Growth Policy Area that support the wellbeing of residents, consistent with the Complete Communities Criteria outlined in Objective 3.1, and adopt policies to direct growth to these locations.
2. Create complete communities consistent with the criteria in Objective 3.1 by adopting policies, developing regulations or pursuing strategies focusing on matters such as densification, mix of uses, diverse housing types and tenures and multi-modal transportation.
3. Avoid locating new development in the Growth Management Planning Area in areas with high seismic hazard associated with ground-motion amplification, liquefaction, slope instability or in areas prone to flooding, or incorporate appropriate engineering and planning measures to mitigate risk.
4. Design, manage and construct climate change-adaptive and risk-adaptive infrastructure and utilities in the Growth Management Planning Area.



### 3.2 Improve Housing Affordability

Maintaining a broad range of affordable housing types and forms is necessary for individual quality of life, community health, and economic competitiveness. Central to affordability is the provision of housing along a broad spectrum that acknowledges different market and non-market tenures, ranging from shelters to social housing, assisted and market rental to home ownership.

Urban containment may have mixed results for housing affordability. In urban areas, increased residential densities and an expanded stock of attached housing may enhance affordability by expanding choice and by reducing the need to rely on travel by car to reach services. In rural areas, mobile homes, secondary suites and detached accessory suites may provide more affordable housing.

Urban containment measures could have the effect of limiting the supply of new lands for the urban housing market, thereby putting upward pressure on housing prices, particularly for single detached homes. The provision of affordable housing to accommodate the anticipated population increase is the responsibility of many stakeholders including the Capital Regional District, local and senior levels of government, industry and the not-for-profit sector.

The Capital Region Housing Corporation will continue to provide affordable housing to meet the needs associated with anticipated population growth, recognizing that implementation relies on funding and partnerships with other stakeholders. In addition to the provision of affordable housing, the Regional Housing Affordability Strategy has been developed to support all residents of the Capital Region – especially low and moderate-income households, the elderly, youth, those with special health and other needs, and the homeless – to have reasonable choice of housing by type, tenure, price and location. Five approaches to housing affordability underlie the Regional Housing Affordability Strategy.

## **Approaches to Housing Affordability**

- I. Work across the housing spectrum when identifying the current and anticipated future issues concerning market and non-market housing affordability for no, low and middle income and special needs households;
- II. Analyze the extent of present issues and forecast future problems;
- III. Focus on developing practical policies, and gaining commitments to action to address identified needs and problems in the short, medium and long term across the Capital Region;
- IV. Involve the broader community in the development of the strategy and its recommended solutions; and,
- V. Act as a catalyst for activities to improve housing affordability in the Capital Region.

## **Policies**

1. Provide for an adequate, accessible and diverse supply of affordable housing across the housing spectrum.

## 4.1 Increase Transportation Choice

The Regional Growth Strategy supports the development of a balanced and sustainable transportation system providing residents with reasonable and affordable transportation choices that enhance overall regional quality of life.

To achieve this objective, the Regional Growth Strategy relies on two related initiatives. First, the coordination of land use and transportation so that the majority of regional residents do not have to rely solely on travel by automobile to meet their daily needs. The Regional Growth Strategy's aim to keep urban settlement compact and build complete communities (Objectives 1.1 and 3.1) will tend to increase average urban densities and put people and their activities (homes, jobs, services) closer together. Creating communities where housing is close to activities will enhance opportunities for using walking, cycling, and public transit to meet daily needs.

Secondly, transportation choice will be enhanced with the planning, development and implementation of a Regional Multi-Modal Network that provides travel choices and supports smart growth and livable, complete communities. Achieving the Regional Multi-Modal Network is the responsibility of many actors, including the Capital Regional District, local and senior levels of government and BC Transit. Seven principles guide the Regional Transportation Plan and support the multi-modal and integrated approach to transportation across the region.

### Principles

- I. Take a coordinated and engaged approach to planning;
- II. Prioritize strategic investments that serve regional mobility needs;
- III. Reduce greenhouse gas emissions and prepare for climate change;
- IV. Integrate transportation and land use planning;
- V. Capitalize on the potential for alternatives to driving alone;
- VI. Enhance the role for public transit; and
- VII. Maximize efficiency of existing transportation corridors for multiple modes.

## Policies

1. Implement the Regional Transportation Plan in accordance with the principles outlined in Objective 4.1.
2. Locate growth and major trip-generating uses where such can be efficiently serviced by transit and active transportation.
3. Prioritize transit and active modes in community planning and in the design and implementation of infrastructure, facilities and programs.

## 5.1 Strengthen the Regional Economy

For residents of the Capital Region, economic prosperity is a foundation of high regional quality of life. Economic sustainability means the production and distribution of wealth to meet present and future generations' needs for goods and services in ways that ensure the long-term promotion of a satisfying and high quality of life for all residents. A sustainable economy is one that exhibits diverse and viable economic opportunities and is resilient and responsive to changing circumstances. Further characteristics of a sustainable economy are the involvement of a broad range of parties and interests in economic decision-making and contribution to the achievement of environmental and social sustainability.

The Capital Region already has a highly diversified economy. Current strengths include the internationally significant tourism industry, agri-tourism, colleges and universities, provincial capital services and functions, major national defense headquarters and facilities, a growing high technology sector, health services, small business, environmental consulting, retirement services, the film industry and a natural environment and livable communities that attract others to live here. These advantages notwithstanding, significant regional growth management and quality of life considerations remain un-addressed.

### **Economic Development Considerations**

- I. Finding ways to achieve a minimum jobs/population ratio of:
  - i. 0.60 in the Core Area
  - ii. 0.53 in the Saanich Peninsula
  - iii. 0.36 in the West Shore;
- II. Finding ways to work collaboratively on regional economic development considerations, including cooperation with First Nations;
- III. Finding ways to expand and diversify the economy of formerly resource-dependent communities in Sooke and the Juan de Fuca Electoral Area, such as through low-impact recreation and tourism;
- IV. Finding ways to ensure the long term, affordable supply of strategic economic resources such as water, aggregate and energy;
- V. Finding ways to increase economic activity in forestry and agriculture including high-value and specialized agriculture and value-added forestry;
- VI. Finding ways to address the shortage of designated space-extensive industrial/business land in the region in locations consistent with overall goals regarding community completeness, transportation balance, and a network of major centres within an urban containment boundary;



- VII. Finding ways to enhance established employment centres;
- VIII. Finding ways to integrate high-value, clean industry and business in complete communities;
- IX. Finding ways to attract, develop and maintain a highly skilled workforce; and,
- X. Finding ways to reduce poverty in the Capital Region.

## **Policies**

1. Collaboratively build on the region's economic, environmental and quality of life advantages to position the region as a highly desirable location for investing in existing and new businesses, working to address the economic development considerations identified in Objective 5.1.
2. Provide for land development patterns that maintain an adequate supply of employment land, industrial land, transportation infrastructure and services to support a diverse regional economy.
3. Prioritize the attraction of new businesses and investment that will support climate action.
4. Ensure the long-term protection of Renewable Resource Lands depicted on Maps 3 and 4. This could include policies aimed for buffering and land use transition between Renewable Resource Lands and settled areas (i.e., lands within the Rural / Rural Residential Land Use Policy Area as well as the Growth Policy Area), and policies that support farming within the Agricultural Land Reserve, and forestry, silviculture, forestry-related industrial uses and low-impact tourism within the Private Managed Forest Land and Crown and other forest lands.

## 6.1 Foster a resilient food and agriculture system

Food and agriculture are part of a food system which includes planting, irrigation, harvesting, processing, distribution, preparation and marketing and consumption, in addition to food waste management and soil betterments.

A viable and resilient local food and agriculture system is important to the Capital Regional District's health, sustainability, security and visual/cultural identity.

Changes in climate, energy costs and water availability will impact agricultural production and will draw greater attention to regional food system resiliency.

The widespread impact of food and agriculture and the nature of the challenges likely to be faced in coming years make food and agriculture a matter of regional interest. Challenges include loss of farmland, lack of farm profitability and financial sustainability, increasing average age of farmers, increasing food prices, limited (72 hour) supply of fresh food in an emergency, food wastage, need to revitalize indigenous food systems, lack of knowledge of how to grow and prepare healthy food, increasing rates of food insecure people and increasing rates of diet-related chronic disease. Regional alignment will strengthen the food and agricultural sector.

The Regional Food and Agriculture Strategy recommends actions to create a viable, healthy and resilient food system. Regional Growth Strategy policies are intended to work in tandem with the Regional Food and Agriculture Strategy to guide future decisions.

Achieving a healthy, viable and resilient local food and agriculture system will require adherence to the following related principles:

### Principles

- I. Support First Nations food interests and rights;
- II. Protect and enhance the region's food and farmlands;
- III. Avoid urban/agricultural land use conflict; mitigate where avoidance is not possible;
- IV. Enhance access to nutritious, safe and culturally-appropriate food;
- V. Expand food system economic opportunities;
- VI. Encourage food system education and agri-tourism; and
- VII. Foster resiliency in the face of an unpredictable climate, increased pest resistance, and declining, increasingly expensive water and energy supplies.

## Policies

1. Implement initiatives in accordance with the principles outlined in Objective 6.1.
2. Enable food production, processing and distribution that will foster a place-based food economy that increases access to local, nutritious, safe and culturally appropriate food.
3. Support food waste management that is environmentally sustainable, benefits the regional economy and improves residents' connections to rural and agricultural landscapes.

## 7.1 Significantly Reduce Community-Based Greenhouse Gas Emissions

The Regional Growth Strategy supports the reduction of community-based greenhouse gas emissions to address the effects of a changing climate. In the Capital Region, community greenhouse gas emissions come from the transportation system, the heating, cooling and energizing of buildings, waste, energy production, the production of goods and agriculture.<sup>3</sup>

The Capital Regional District and local governments have long-standing commitments to make decisions, target investments and build capacity for reducing the use of fossil fuels and expanding the clean energy economy. Further, the Regional Growth Strategy's aim to keep urban settlement compact, protect, conserve and manage ecosystem health, build safe and complete communities, increase transportation choice, strengthen the regional economy and foster a resilient regional food and agriculture system will support the low-carbon built form that is the foundation for reducing energy demand.

Reducing community greenhouse gas emissions requires action on many fronts and is the responsibility of many actors including the Capital Regional District, local and senior levels of government, industry, institutions, businesses and residents. It requires coordinated, consistently applied action focusing on people, land use, transportation, infrastructure and technology. Achieving community greenhouse gas reduction targets means following four related principles.

### Principles

- I. Create a low-carbon built form to reduce energy demand;
- II. Increase energy efficiency and recovery from retrofits and new development;
- III. Promote energy efficiency and the use of renewable, clean energy to reduce reliance on fossil fuels; and
- IV. Protect the carbon sequestration value of natural systems, including forested lands and wetlands.

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<sup>3</sup> Source: Community Energy and Emissions Inventory (CEEI). Province of BC.

## Policies

1. Prioritize investment that will provide for a low-carbon built form that supports efficient energy use, the provision of clean and renewable district energy, active transportation modes, transit service, and low/zero emissions vehicles.
2. Design, manage, fund and operate programs, services and infrastructure to reduce greenhouse gas emissions in keeping with the principles outlined in Objective 7.1.
3. Strategically acquire protected areas that contribute to climate change mitigation.



# Implementation Measures

The Capital Regional District Board, working in partnership with local municipalities, the Province, the Federal Government and others, will undertake the following implementation measures to realize the vision, objectives and policies of the Regional Growth Strategy:

- I-1a. Maintain a collaborative regional strategic planning program directed to work towards achievement of the long term objectives of the Regional Growth Strategy.
- I-1b. At least once every five years, consider whether the Regional Growth Strategy should be reviewed for possible revision and amendment.
- I-2. Monitor, evaluate and annually report on trends and progress towards achievement of Regional Growth Strategy vision and objectives.
- I-3(a) Prepare a Climate Action Strategy to support the implementation of community-based greenhouse gas reduction initiatives.
- I-3(b) Support local governments and the Juan de Fuca Electoral Area through regional capacity building, education and projects that reduce greenhouse gas emissions.
- I-4(a) Work to reach agreement with local municipalities on Regional Context Statements within two years of the adoption of the Regional Growth Strategy. Regional Context Statements, adopted within the applicable Official Community Plan, set out how each municipality will address Regional Growth Strategy objectives and policies.
- I-4(b) Adopt Official Community Plans in the Juan de Fuca Electoral Area that are consistent with the Regional Growth Strategy. The Official Community Plans will identify how they are consistent with the objectives and policies of the RGS.
- I-5. Establish a mechanism to ensure that the vision, goals and objectives of the Regional Growth Strategy cascade to Capital Regional District plans, bylaws, services, funding applications and spending.

- I-6. Coordinate the review and update of regional planning documents to inform future updates to the Regional Growth Strategy and guide CRD action on housing, transportation, regional district services, parks and natural areas and economic development. Documents may include, but are not limited to:
- Housing Affordability Strategy
  - Regional Transportation Plan
  - Pedestrian and Cycling Master Plan
  - Liquid Waste Management Plan
  - Integrated Watershed Management Plan
  - Solid Waste and Resource Management Plan
  - Regional Parks Strategic Plan
  - Food and Agriculture Strategy\*
  - Climate Action Strategy\*
- I-7. Implement the Regional Growth Strategy without prejudice to any aboriginal rights or title that may currently exist, or be defined further through treaty or other processes. The Board will do this with the full recognition that Capital Region First Nations have asserted within their traditional territories, aboriginal rights and title and treaty rights currently undergoing formal definition through the modern treaty and other processes. The Board recognizes that First Nations Councils are neighbouring governments in the Capital Region, with a shared interest in managing long term development to enhance regional quality of life.
- I-8. Coordinate with the Cowichan Valley Regional District and the Islands Trust to ensure that long term planning and development policies and initiatives in those jurisdictions are compatible with the vision and objectives of the Capital Region's Regional Growth Strategy.
- I-9 The Capital Regional District will work with the Province, agencies such as the Vancouver Island Health Authority and BC Transit, and the federal government to coordinate implementation of the Regional Growth Strategy while respecting the authority of each jurisdiction.

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\* At the time of writing, the Food and Agriculture Strategy and the Climate Action Strategy are under development.

**TABLE 2: 2038 TARGETS BY PRIORITY AREA AND OBJECTIVE**

PRIORITY AREA	OBJECTIVE	TARGETS BY 2038
1) Managing and Balancing Growth	1.1 Keep Urban Settlement Compact	<ul style="list-style-type: none"> <li>Accommodate a minimum of 95% of the region's new dwelling units within the Growth Policy Area.</li> </ul>
	1.2 Protect the Integrity of Rural Communities	
2) Environment and Infrastructure	2.1 Protect, Conserve and Manage Ecosystem Health	<ul style="list-style-type: none"> <li>Acquire 100% of the sea-to-sea green/blue belt.</li> <li>Complete 100% of the Regional Trail Network.</li> <li>Reduce contaminants to fresh and marine water bodies.</li> </ul>
	2.2 Deliver Services Consistent with RGS Objectives	<ul style="list-style-type: none"> <li>Prepare long-term capital plans for Capital Regional District utilities and major infrastructure improvements necessary to address the impacts of climate change and natural hazards.</li> </ul>
3) Housing and Community	3.1 Create Safe and Complete Communities	<ul style="list-style-type: none"> <li>Municipal targets for the number of people living in complete communities to be identified by municipalities in Regional Context Statements.</li> </ul>
	3.2 Improve Housing Affordability	<ul style="list-style-type: none"> <li>Increase the supply of more affordable housing.</li> <li>Reduce the number of people in core housing need.</li> <li>Reduce the number of people who are homeless.<sup>4</sup></li> </ul>
4) Transportation	4.1 Increase Transportation Choice	<ul style="list-style-type: none"> <li>Achieve a transportation system that sees 42% of all trips made by walking, cycling, transit.</li> </ul>
5) Economic Development	5.1 Strengthen the Regional Economy	<ul style="list-style-type: none"> <li>Achieve a jobs/population ratio of: <ul style="list-style-type: none"> <li>0.60 in Core Area</li> <li>0.53 in Saanich Peninsula</li> <li>0.36 in West Shore</li> </ul> </li> </ul>
6) Food Systems	6.1 Foster a Resilient Food and Agriculture System	<ul style="list-style-type: none"> <li>Increase the amount of land in crop production by 5000 ha.</li> </ul>
7) Climate Action	7.1 Significantly reduce community-based greenhouse gas emissions	<ul style="list-style-type: none"> <li>Reduce community greenhouse gas emissions by 33% (from 2007 levels) by 2020, and by 61% by 2038.</li> </ul>

<sup>4</sup> Numeric targets will be identified in an updated Regional Housing Affordability Strategy. At the time of writing, the targets in the approved Regional Housing Affordability Strategy are inconsistent with the legislated timeline of the Regional Growth Strategy.

## Appendix A: Community Profiles

Spanning coastal, forest and agricultural landscapes, communities in the capital region range from seaside towns to rural farms, to suburban and downtown neighbourhoods. This diversity is our strength. Residents can access a variety of lifestyles thanks to the commitments of municipalities and the Juan de Fuca Electoral Area to protect and perpetuate our natural environments and to foster shared regional amenities and resources. This is made possible by our communities working together as a region, creating a whole that is greater than the sum of its parts.

The Regional Growth Strategy champions a collaborative approach to realizing our vision and objectives. It supports decision-making that takes a regional perspective while valuing the community characteristics of the 13 local municipalities and the Juan de Fuca Electoral Area.

Community profiles/vision statements are described below.

### Central Saanich

The community of Central Saanich, including the Tsartlip and Tsawout First Nations, spans the centre of the Peninsula. The municipality includes the greatest concentration of agricultural production in the region, along with light industrial land, residential areas with rural and suburban character, and compact village centres. In order to maintain rural character and protect the function of natural ecosystems, slow and managed growth is accepted within defined urban settlement areas and outside of rural and agricultural lands. The intensification of high quality knowledge-based and light industrial business and industrial growth is encouraged in the Keating Industrial area.

### Colwood

Colwood will become a more urban community while retaining its exceptional heritage resources and natural areas. Colwood Corners is transformed into an attractive, welcoming town centre. Royal Bay, Olympic View and Colwood Corners have expanded as complete communities. Hatley Park Estate is the home of Royal Roads University and features extensive public open space.

### Esquimalt

Esquimalt exhibits a more sustainable model of urban development where the quality of the natural and built environment passed on to the next generation is healthier than at present. The Wardroom/Hospital DND site has clusters of low and medium density multiple family housing surrounded by green space. Macaulay Point/Work Point is a complete community

that is pedestrian oriented, socially diverse, with a mix of uses and services and park space, treed areas, and continuous waterfront access. It is Esquimalt's intention to strengthen its commercial/retail sector to service the expanding needs of the community and to market our central location to businesses and high-tech industries. The Esquimalt graving dock is an important contributor to the regional economy.

## **Highlands**

The Highlands will continue to preserve large areas of natural green space protecting elements of the regional ecosystem and providing outdoor recreational opportunities for CRD residents and visitors. Lands retained in a natural state preserve diversity of plant and animal life. Development remains primarily residential on rural acreages or large lots, with no role as an area for urban development.

## **Juan de Fuca Electoral Area**

The Juan de Fuca Electoral Area comprises approximately 151,189 hectares or about 61% of the CRD land area. It contains significant provincial, regional and locally controlled parks and trail systems, ecological reserves and the CRD Water Supply area. The Rural Resource Lands comprise approximately 132,000 ha or 83% of land in the Juan de Fuca Electoral Area and is primarily Crown Forest or Private Managed Forest Land. These lands are preserved for renewable resource working landscapes, and provide for natural green space and outdoor recreational and eco-tourism opportunities for residents and visitors to the Capital Region. Port Renfrew, a tourism and forestry based community provides for small-lot tourism-oriented urban development. Five small community areas, East Sooke, Otter Point, Malahat, Shirley/Jordan River and Willis Point maintain the rural character while providing rural residential choices.

## **Langford**

The City of Langford has a cohesive town centre with pedestrian areas, commercial districts, and convenient vehicle access, providing a central community focus and an enhanced regional role. An open space system made up of treed areas, lakes and streams links and defines neighbourhoods.

## **Metchosin**

Metchosin is a community of rural character with a choice of rural lifestyles. The vibrant and locally-supported agricultural industry continues to thrive and diversify with a range of products and organic crops. Our natural areas, shorelines, sensitive ecosystems and biodiversity are valued, preserved and protected. There is an expanded system of local and regional parks and natural open spaces linked with multi-use trails, along with improved



access to shoreline areas, allowing increased recreational opportunities and fostering active healthy lifestyles. Metchosin village continues to be the community hub and primary commercial centre for local businesses and retailers, with some limited room for expansion. Metchosin's rural character is an integral component of, and valued contributor to the broader complete regional community.

### **North Saanich**

Situated in the northerly tip of the Saanich Peninsula approximately 27 kilometres north of downtown Victoria, the District of North Saanich is a collection of coastal focused neighbourhoods which surround agricultural lands. The community's long term development plans are based on the desire of residents to retain rural character and safeguard environmental qualities. The District's policies reflect a strong commitment to preserve the agricultural land base and agricultural activities in the municipality.

### **Oak Bay**

Oak Bay continues to be a green, landscaped, quiet residential community with a mix of housing types and neighbourhood commercial centres with a special emphasis on heritage preservation. Oak Bay village is a strong shopping area and the historical, cultural, community and business core of the municipality. Public access to waterfront amenities including clean safe beaches is maximized.

### **Saanich**

Environmental integrity is paramount to ensuring social wellbeing and economic vibrancy. Saanich remains a series of community focused neighbourhoods, within an urban containment boundary that clearly separates the urban area from the rural portion of the municipality. This growth framework is based on principles of sustainability and livability. Rural Saanich forms part of the peninsula farm lands. Population increases are managed within the context of the local area planning process, where land use, density and development policies direct growth to "Centres" and "Villages" to build complete communities that encourage diversity of lifestyle, housing, economic and cultural opportunities.

### **Sidney**

Sidney remains the commercial centre for the north Peninsula and the economic competitiveness of Sidney is maintained and enhanced. Commercial/industrial lands are available and there are growing knowledge-based industries. Orientation between the town and the ocean is strong, including enhanced ocean-side amenities.

## **Sooke**

Sooke, located on the Sooke Harbour and Basin, will become a complete, vibrant community with a mix of businesses, affordable housing, services and public open spaces. The highest population densities and commercial growth occur in the Town Centre, serving the growing population base and the surrounding coastal communities. Residential growth will continue within the designated Community Growth Area. Large parcel sizes will maintain the rural ambiance, and limit the development outside the town's core.

## **Victoria**

Victoria is an urban sustainability leader inspiring innovation, pride and progress towards greater ecological integrity, livability, economic vitality, and community resiliency confronting the changes facing society and the planet today and for generations to come, while building on Victoria's strengths as a harbour-centred, historic, capital city that provides exceptional quality of life through a beautiful natural setting, walkable neighbourhoods of unique character, and a thriving Downtown that is the heart of the region.

## **View Royal**

View Royal will have a series of economic centres providing expanded retail, professional financial and convenience services. Single family detached housing will remain the predominant housing form with some provision made for other types of housing. A network of foot and cycle paths will provide neighbourhoods with access to shopping, recreation and natural open space. Natural amenities associated with shorelines, streams, estuaries, hillsides and forested areas will be protected.

## Appendix B Framework for Our Future Guiding Principles

On July 15, 1998 the Capital Regional District Board resolved to adopt the *Framework for Our Future Agreement* to guide the development of a regional growth strategy for the Capital Region. The Framework Agreement provided general guiding principles for the preparation of the Regional Growth Strategy. Over 15 years later, in 2016, this framework endures as the foundation of the Regional Growth Strategy.

1. The Capital Region's Growth Management Strategy is based on four fundamental principles:

**Sustainability:** actions to meet our needs today do not compromise the ability of future generations to meet their needs, and ensure the ongoing healthy functioning of the natural systems that sustain life.

**Appropriateness:** actions are appropriate to the aspirations and local conditions of the Capital Region, and do not simply reflect the uncritical application of ideas developed for other places and situations.

**Continuity:** the strategy will build on work that has already been undertaken by the Capital Regional District and its member municipalities, and will consider the thoughts and ideas contributed by individual residents and community associations.

**Cooperation, Collaboration and Coordination:** the Capital Regional District, local municipalities, provincial ministries and agencies, and regional residents will work together to develop and implement the strategy. First Nations, the Islands Trust, and the Cowichan Valley Regional District are neighbouring governments and will be invited to participate.

2. In addition, the development and evaluation of alternative solutions will pay due regard to the following 14 provincial goals set out in the Local Government Act:
  - a. Avoid urban sprawl;
  - b. Minimize automobile use and encourage walking, cycling and efficient public transit;
  - c. Move goods and people efficiently, making effective use of transportation and utility corridors;
  - d. Protect environmentally sensitive areas;
  - e. Maintain a secure and productive resource base, including the agricultural land and the forest land reserves;

- f. Encourage economic development that supports the unique character of communities;
- g. Reduce and prevent air, land and water pollution;
- h. Ensure adequate, affordable and appropriate housing;
- i. Ensure adequate inventories of suitable land and resources for future settlement;
- j. Protect the quality and quantity of ground and surface water;
- k. Minimize the risks to settlement associated with natural hazards;
- l. Preserve, create and link urban and rural open space including parks and recreation areas;
- m. Plan for energy supply and promote efficient use, conservation and alternative sources of energy; and,
- n. Ensure good stewardship of land, sites and structures with cultural heritage value.

## Appendix C The Regional Green/Blue Spaces Vision

The Green/Blue Spaces Strategy set out a comprehensive, long-term strategy for maintaining, conserving, rehabilitating and restoring green/blue spaces on public and private lands in the region, including areas with ecological, aesthetic, renewable resource, outdoor recreation and greenways values. The Board adopted the Green/Blue Spaces vision on November 26, 1997 as a guide for the preparation of the 2003 Regional Growth Strategy. This vision – Our Essential Nature – formed part of the *Framework for Our Future Agreement* adopted by the Board on July 15, 1998 to guide the development of the Regional Growth Strategy. The Regional Green/Blue Spaces Strategy has been superseded by subsequent planning initiatives such as the Regional Parks Strategic Plan, the Integrated Watershed Management Program Plan, the Regional Parks Land Acquisition Strategy and park management plans for the Sooke Hills Wilderness and Sea to Sea Regional Parks.

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*There are times when we just want to roam the Gowlland Range and listen to the sound of air stirred up by eagles' wings. Or stroll the Swan Lake boardwalk and watch a family of proud ducklings parade past our feet.*

*Then there are days when splashing about with our children in the cool, clean waters of Thetis Lake is the only thing worth doing. Or maybe it's kicking up the warm, soft sand of Willows Beach.*

*Perhaps it's walking along the Colquitz Creek that makes our world come alive. Or taking a second, reflective look at a rare old Douglas-fir on the grounds of Royal Roads.*

*Whether it is the pastoral splendour of the Saanich Peninsula Farmlands, or the stark and wild beauty of the Juan de Fuca coastline, our ability to appreciate nature begins with whatever captivates our senses. It then expands to values we feel deeply but rarely capture in words.*

*All of us who live in the Capital Regional District cherish the natural environment that is so essential to our quality of life, and we are determined that it never be compromised.*

*So although we already enjoy a diverse network of protected areas that stretches from the southern Gulf Islands to Port Renfrew, we cannot be complacent. As the region's population continues to grow, we must ensure*



*that the stewardship of the natural environment remains integral to all forms of urban, suburban and rural development.*

*But we don't protect nature just so we can hike, relax and contemplate. We must also safeguard endangered species and sensitive ecosystems such as Garry Oak meadows and stands of old growth Douglas-fir. And we need to give Pacific salmon a fighting chance to return to urban streams.*

*To that end we envision the development of a regional green/blue space system that will protect and maintain the full range and diversity of the natural environment that surrounds us, including significant green spaces, the marine environment, wetlands, fish and wildlife habitat, and unique ecosystems.*

*We are also committed to protecting and maintaining the last remnants of ecosystems that flourished here before the time of Captain Cook, and to restore natural systems we have altered.*

*This is neither a park plan nor a policy document, but a vision of cooperative stewardship that integrates the contributions of citizens, landowners, businesses, communities, and all levels of government. It is a vision of sustaining the essential nature of our region, of continually creating and protecting a livable and healthy community – and passing on that legacy to future generations.* ”

The objectives of the Regional Green/Blue Spaces Strategy were to:

- Conserve rare, threatened or endangered ecosystems and species in the Capital Regional District;
- Maintain biological diversity by protecting and enhancing a variety of habitats;
- Conserve ecologically valuable areas in large, diverse, contiguous units and connect them with greenways;
- Maintain the character and diversity of green/blue spaces in the Capital Regional District;
- Enhance and restore areas that could have green/blue space values;
- Develop a comprehensive set of priorities for the conservation of green/blue spaces in the Capital Regional District;
- Educate people about the value of protecting green/blue spaces in the Capital Regional District; and,
- Foster partnerships for the conservation and stewardship of green/blue spaces.

## Appendix D Glossary

**Attached housing** Any form of housing where more than two individual dwellings are structurally attached including townhouses, apartments regardless of tenure, stacked townhouses and the like.

**Climate Change** A change of climate which is attributed directly or indirectly to human activity.<sup>5</sup>

**Complete Community** Multiple-use urban community that contains within its boundaries the full range of facilities and activities necessary to meet typical household needs for employment, shopping, personal services, recreation, housing, education and other goods and services. Complete communities typically are defined by what they are not, that is, single-use residential areas that serve a largely dormitory function to a larger centre, with few local opportunities to meet the broad range of household needs described.

**Core Municipalities** The Capital Region sub-region that includes the municipalities of Victoria, Esquimalt, Oak Bay, Saanich and View Royal.

**Density** A measure of the intensity of occupancy and use of the land, generally described in terms of persons per hectare, or dwelling units per hectare, or a ratio of the built floor area of a structure to the area of the lot it occupies.

**Framework For Our Future Agreement** An agreement approved by the Capital Regional District Board on July 15, 1998 that set out the scope, overall vision, priority areas and guiding principles for the preparation of the Regional Growth Strategy.

**Greenhouse Gas (GHG)** Gases in the earth's atmosphere that absorb and re-emit infrared radiation. These gases occur through both natural and human-influenced processes. GHG emitted through human activities include carbon dioxide (CO<sub>2</sub>), nitrous oxide (N<sub>2</sub>O), methane (CH<sub>4</sub>), hydrofluorocarbons (HFCs), perfluorocarbons (PFCs), and sulphur hexafluoride (SF<sub>6</sub>).

**Growth management** Implementation of government regulations that control the type, location, quality, scale, rate, sequence or timing of development. More generally, the whole range of policies designed to control, guide or mitigate the effects of growth. By attempting to guide growth rather than react to its effects, communities engaged in growth

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<sup>5</sup> Based on the United Nations Framework Convention on Climate Change definition.

management assume a proactive stance in ensuring that the very qualities that attract growth are not destroyed for existing residents and future generations.

**Healthy ecosystems** Terrestrial, riparian and shoreline areas with high ecological value that support habitat and biodiversity, support rare, threatened or endangered plant and animal species and contribute to the continued functioning of natural processes such as groundwater infiltration, water purification, air filtration, carbon sequestration and soil nutrient management. Healthy ecosystems could be on developed, partly developed or undeveloped public and private spaces.

**Housing affordability** Generally describes a condition in which housing costs consume no more than 30% of gross household income (unless by choice); including taxes and insurance (for owners) and utilities (for owners and renters). Applies to both market and non-market (subsidized) dwellings.

**Infrastructure** The physical capital and associated services considered basic and necessary to the functioning of the built environment. These include such things as: sanitary sewers, treatment plants, and water pipelines and distribution/collection systems; roads, signals, sidewalks and other components of the transportation system including transit vehicles, ferries and airports; solid waste management facilities including transfer stations and landfills; and, energy supply and distribution systems including hydroelectric and natural gas transmission and distribution systems. More generally, infrastructure can refer to other tangible public and private assets necessary to support the development of a modern urban settlement, such as hospitals, schools and recreation facilities. In some cases, preserved green space and natural areas including forests, wetlands, and stream corridors have been described as a “green infrastructure”, essential to the vitality of healthy human communities.

**Metropolitan Victoria or Victoria Metropolitan Area (VMA)** That portion of the Capital Region from, Otter Point in the west to Swartz Bay in the north, defined by Statistics Canada as the Victoria Census Metropolitan Area.

**Mixed-use** Land use regulations that permit a variety of different uses and activities either on one legal parcel or within one defined land use zone. The classic example of a mixed use district is a historical downtown core that contains a wide range of residential, business, service, institutional, cultural, recreational and industrial uses within a relatively small area; in many cases, a wide range of different uses within individual buildings or on single sites.

**Official Community Plan (OCP)** Under Section 471 of the *Local Government Act*, a general statement of the broad objectives and policies of the local government respecting the form and character of existing and proposed land use and servicing requirements in the area covered by the plan.

**Peninsula** The sub-region of the Capital Regional District including the municipalities of Central Saanich, Sidney, and North Saanich.

**Regional Context Statement** Under Section 446 of the *Local Government Act*, a statement, accepted by the regional district board, included in a municipal official community plan within two years of the adoption of the Regional Growth Strategy, that explains the relationship between the official community plan and the Regional Growth Strategy.

**Regional Growth Strategy (RGS)** Under Part 13 of the *Local Government Act*, a regional agreement (including a vision, goals, policies and actions) that commits affected municipalities and regional districts to a course of action to meet common social, economic and environmental objectives. It is initiated and adopted by a regional district and referred to all affected local governments for acceptance.

**Regional Multi-Modal Network** The interconnected transportation corridors defined in the Regional Transportation Plan. The multi-modal network provides for connectivity across modes (walking, cycling, transit and driving) and describes the backbone of the region's transportation system. The corridors that comprise the network are prioritized based on expected demand for two or more transportation modes.

**Sea to Sea Green/Blue Belt** A band of watersheds running between Saanich Inlet and Sooke Basin that is currently or proposed for protection by the Regional Green/Blue Spaces Strategy, including major parks and Capital Regional District Water lands, delineated on Map 4.

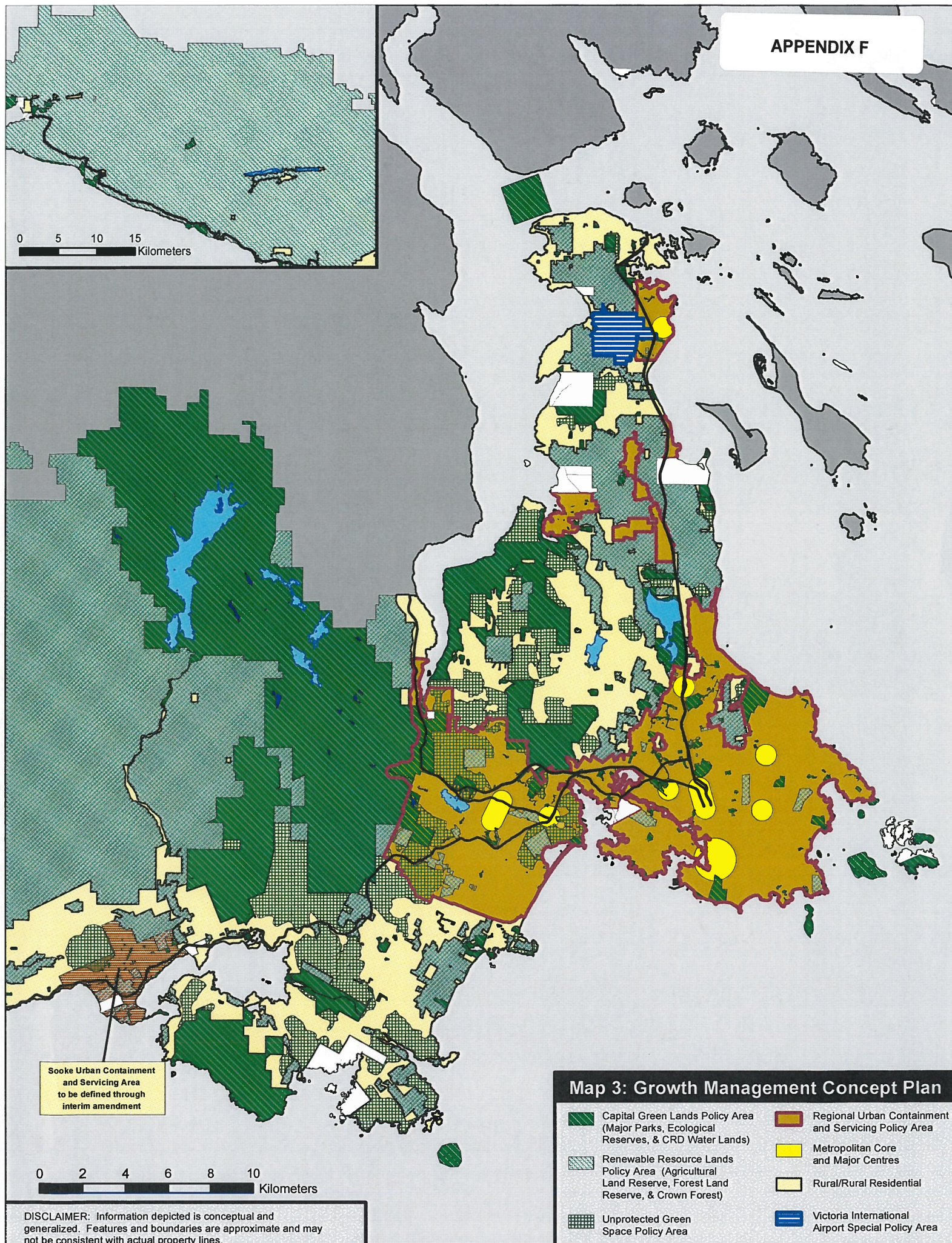
**Target** A desired level of performance set for a specific situation in a plan or program. The time horizon for all targets is 2038.

**Growth Policy Area Boundary** 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.

**Walkable** In urban design, a community is walkable when it is scaled, dimensioned and provided with facilities and a mix of uses and activities that make walking an easy, convenient way to get around. A general rule of thumb is that most people will not walk much more than 10 to 15 minutes to shop or reach services such as libraries and schools. To meet this standard, a walkable community would have a shopping and service centre no more than 400–600 metres from most residences, with a sidewalk and street environment scaled to be interesting and inviting to people on foot.

**West Shore** The sub-region of the Capital Regional District that includes the municipalities of Colwood, Langford, Metchosin, Highlands, Sooke, and the Juan de Fuca Electoral Area.







# Appendix G

## Regional Growth Strategy Priority Areas – Analytical Framework

The District's OCP Regional Context Statement must be consistent with the RGS; therefore the RGS priority areas and objectives are provided as an analytical framework:

### 1. Managing and Balancing Growth

- 1.1 Keep Urban Settlement Compact
- 1.2 Protect the Integrity of Rural Communities

The RGS target is to accommodate a minimum of 95% of the region's new dwelling units within the Growth Policy Area.

Map 3 Growth Management Concept illustrates where the growth areas are in the CRD. The District of North Saanich's Area 1 and 2 are included in the draft RGS Growth Policy Area map. The CRD notes that the Regional Urban Containment and Servicing Policy Area (RUCSPA) in North Saanich are draft and may be subject to change. The densities and land use policy designations shown in this map are likely the most expansive, and could be retracted depending on the outcomes of electoral area and municipal planning processes that are currently ongoing.

The District's Regional Context Statement and Section 6.0 have density target ranges previously aligned for consistency with the draft RSS. The RGS does not require density targets however the District may select density targets as a policy mechanism for selection of the options. The Saanich Peninsula has a projected population share of 11.1% of the total CRD which is projected to remain relatively stable over the next twenty-five years. Current projected population increase for North Saanich from 2014 to 2019 is 0.90% average annual.<sup>1</sup>

The CRD projects a population increase for North Saanich in 2038, of which 2,670 or 38% will be 65+, an increase from 1,456 or 25% 65+ in 2011. This contrasts with a decrease in population ages 45-64 in the same time period. The age range 24-44 remains constant at 15% of total population in the 2011 – 2038 period.<sup>2</sup>

### 2. Environment and Infrastructure

- 2.1 Protect, Conserve and Manage Ecosystem Health
- 2.2 Manage Natural Resources and the Environment Sustainably

Fulfilling the vision of Area 1 and Area 2 (current or amended) will require coordination of private and public investment. The availability and cost of servicing and asset management in areas of sea level rise (i.e. Lochside) are considerations. Therefore, any development should be considered in the costs and away from areas constrained by lack of infrastructure servicing and funding or assets at risk from sea level rise. Conversely, any development costs could be borne by the developer.

### 3. Housing and Community

- 3.1 Create safe and complete communities
- 3.2 Improve Housing Affordability

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<sup>1</sup> The CRD provided the following update (March 31, 2015):

The Draft RSS (and Population, Dwelling Unit & Employment Projections Table) posted on the CRD website will be revised to reflect this update to the *Best-Case Scenario*.<sup>1</sup> First Nations are not included.

The updated values based on the *Best-Case Scenario* are:

	2014	2019	Average Annual % Change (2011-2038)	
Population		11,370	11,840	0.90%
Dwellings		4,550	4,825	1.35%
Employment		5,430	5,650	0.62%

<sup>2</sup> Source: CRD Stats Estimates 2011 – 2038 (October 30, 2014).



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Municipal targets for the number of people living in complete communities are to be identified by municipalities in Regional Context Statements. Numeric targets will be identified in an updated Regional Housing Affordability Strategy (RHAS) which is not yet released.

The DNS Strategic plan objective after completion of the CRD Housing Gap Analysis and the MLA's affordable housing initiative, is to hire a consultant to prepare an affordable housing policy. DNS decisions on location of affordable housing or assisted seniors housing should be consistent with the CRD Housing Gap Analysis. There is a tension between housing affordability/transportation and proximity to work. Planning for growth particularly around housing affordability is challenging and requires a regional approach in context of regional housing demands and identified regional growth containment boundaries. Option selection can consider affordable housing and/or assisted seniors housing with the caveat that it should align with the RHAS.

The RGS states that outside the Growth Policy Area, the notion of what makes a community complete may be different and the criteria set out for complete communities does not apply to the Rural/Rural Residential Policy Area (RRPA) (See CRD Map 3: Growth Management Concept Plan for areas of North Saanich in the RRPA). However, the RGS policy states that new development in Growth Management Planning Areas should be avoided in areas with "....slope instability or in areas prone to flooding, or incorporate appropriate engineering and planning measures to mitigate risk" and "adopt policies, develop regulations or pursue strategies which focus on matters such as densification, mix of uses, diverse housing types and tenures and multi-modal transportation."

#### **4. Transportation**

##### **4.1 Increase Transportation Choice**

The RGS target is to achieve a transportation system that sees 42% of all trips made by walking, cycling, and transit. Almost 90% of North Saanich trips are either as a driver or passenger in a vehicle, the second highest of the comparator communities behind Summerland and the highest of the CRD communities compared. More than 60% of North Saanich's GHG emissions are associated with private transportation. The main opportunity for substantial GHG emissions reductions is reducing the dependence on private vehicles. Opportunities to reduce private transportation include improving public transit, improving walking and cycling infrastructure, creating new commercial destinations that are within walking or cycling distance of major subdivisions, creating car-sharing opportunities such as car co-operatives, amongst others.

DNS should consider the location of transit, cycle and walking trails in decision making. With the District's high dependence on cars all new commercial development could be incented to include vehicle charging stations.

#### **5. Economic Development**

##### **5.1 Strengthen the Regional Economy**

The RGS target is to achieve a jobs/population<sup>3</sup> ratio of:

- 0.60 in Core Area
- 0.53 in Saanich Peninsula
- 0.36 in West Shore

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<sup>3</sup> The ratio is calculated by dividing the employment forecast by the population forecast for each of the sub-regions. The employment and population ratios for the 2011 current state and 2038 forecast are shown below.

##### 2011 Current State and 2038 Forecast

• Core:	59% (2011 current state)	60% (2038 forecast)
• Saanich Peninsula:	53 % (2011 current state)	53% (2038 forecast)
• Western Communities:	31% (2011 current state)	36% (2038 forecast)

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The RSS document included a “Growth Centres, General Employment and Industrial Land” map. However, with the direction to go back to the RGS, this map was removed. The District of North Saanich’s airport lands were included in the general employment and industrial land map and this remains a consideration in housing needs. Area 1 is within close proximity of the airport and industrial lands. Contiguous parcels of land would need to be made available for development to be economically viable. Recently approved rezoning in the Canora-Rideau area will increase capacity from 7 single family dwellings to 99+. This increase in development could be considered sufficient given the District’s latent capacity District wide. Further housing considerations in Area 1 could support assisted seniors housing/affordable housing in the Lochside lands (requiring remediation) with apartments/condos.

CRD employment projections are 5,328 in 2011 (2,704 industrial, 972 office) and 6,696 in 2038 (2,278 industrial, 1,855 office). School employment increases from 50 to 214 in the same period. Other categories of employment include services, wholesale trade, retail trade, health care, arts and entertainment, and defense.

## **6. Food Systems**

### **6.1 Foster a resilient food and agriculture system**

The RGS target is to increase the amount of land in crop production by 5000 ha.

The District of North Saanich has approximately 14 km<sup>2</sup> or 35 % of the District lands in the Agriculture Land Reserve (the ALR) and eight percent of the total ALR land in the CRD. The total land in the District with the OCP Agriculture designation is a total of 1,323 hectares or 3,269 acres including 410 lots, of which 366 have been developed in some capacity. Approximately half of the 1,323 hectares are forage and pasture crops (DNS, 2009). As part of considerations for Areas 1 and 2 and location of housing, retaining agriculture zoned land such as RA-4 could be a consideration and ensuring buffers between any development on R-2 lands and RA-1 lands to preserve agriculture capacity is recommended.

## **7. Climate Action**

### **7.1 Significantly Reduce Community-Based Greenhouse Gas Emissions (new)**

The RGS target is to reduce community greenhouse gas emissions by 33% (from 2007 levels) by 2020, and by 61% by 2038.

Bill 27, the *Green Communities Act* requires municipalities to have targets, policies and actions to reduce GHG emissions. The Community Energy and Emissions Inventory (CEEI)<sup>4</sup> reports on local government progress on meeting these targets in three primary sectors – buildings, on road transportation and solid waste – and five “supporting indicators” – housing type, residential density, mode of commute to work, commute distance, and green space. The reports also include additional emissions information at the regional district level on land-use change from deforestation and enteric fermentation from agricultural livestock. The CEEI report on 2012 data has not been released (as at September 26, 2016). The Province does not track GHG associated with local agriculture or forest areas at the municipal level. The District of North Saanich Climate Action Strategy review will be advanced in a forthcoming staff report.

The District of North Saanich has three policy areas which could reduce GHG, housing, transportation and agriculture. The first two are of significant related consideration in the location and type of housing. The transportation dependency on cars was described in item #4. Decisions to ensure housing densification is located near transit hubs is key to reducing car dependency. Housing stock in North Saanich is dominated by single family homes which tend to be more energy intensive than denser housing forms and therefore produce more GHG emissions. Single family homes are also more difficult to service with public transit as they are dispersed and residents are more likely to drive as opposed to walk, cycle

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<sup>4</sup> Province of BC CEEI Report North Saanich [http://www2.gov.bc.ca/assets/gov/environment/climate-change/reports-and-data/community-energy-and-emissions-inventory-ceedi/2010-ceedi-reports/ceedi\\_2010\\_north\\_saanich\\_district\\_municipality.pdf](http://www2.gov.bc.ca/assets/gov/environment/climate-change/reports-and-data/community-energy-and-emissions-inventory-ceedi/2010-ceedi-reports/ceedi_2010_north_saanich_district_municipality.pdf)  
<http://www2.gov.bc.ca/gov/content/environment/climate-change/reports-data/provincial-ghg-inventory>

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or take transit. The type of housing and location is significant to reducing GHG. Agriculture is a significant economic and food security contributor to the region and protection of carbon sequestration value of natural systems, including forested lands and wetlands. The protection of agriculture land in all land use decisions is paramount in North Saanich.

Any development considerations therefore, should consider energy efficiency, and densification which is explained in *Appendix H*.

## Appendix H: Land Economics and Density Considerations

### Background

Density is a critical tool in the effort to shape more livable, transit-supportive, sustainable communities. The three most commonly used measurements of density are Floor Area Ratio (FAR), Dwelling Units (DU), and Population (POP).

Staff has prepared some visual representations of the contemplated densities in the staff report. These visuals are scaled in order to generate some financial proforma feasibility analysis of the proposed densities and their viability in a market build out scenario. This analysis is high level and conceptual in nature. Should Council direct Staff to undertake some further analysis, these details can be refined.

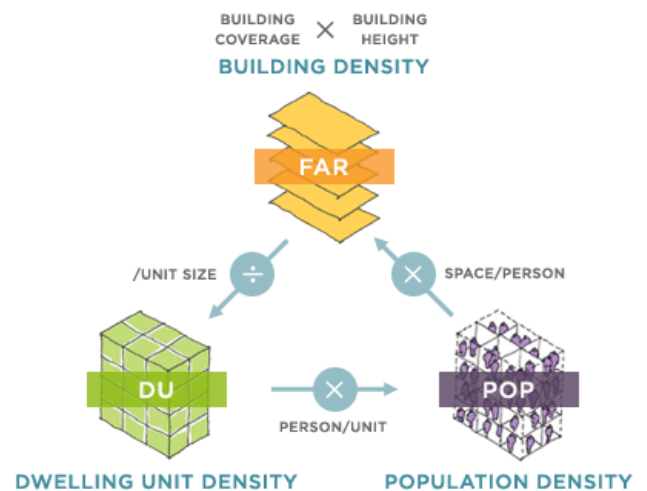


Figure 1: Density Continuum

### Housing Types

#### *Single Family Residential*

This type of housing is the predominant housing type within the District of North Saanich. This typology typically requires a larger land base and that is reflected in the historical subdivision of the R-1, R-2, and R-3 zones which range in lot area from 1400m<sup>2</sup> to 4000m<sup>2</sup>. In recent years land costs have risen rapidly which has led many municipalities to adopt additional small lot zoning provisions in order to maintain affordability and viability of this housing type.

#### *Townhouses*

This style of housing is one of the most flexible housing types. It offers the ease of ownership found with apartments while still providing the private entry and garage parking found in single family homes. The District currently has two zones that allow for townhouses however these zones carry density and lot geometry limitations that make it difficult for an economically viable townhouse project.

#### *Apartments*

Apartment style housing is in some ways the most efficient use of land when considering infrastructure investment, transit frequency, and park acquisition as the density this housing type provides is typically located in centralized areas for the provision of services. It relies on the adage of “building up, not out” and can serve to allow for conservation of heritage, environmental, or agricultural land uses due to boosting densities to satiate demand while keeping the area of impact low. That said, currently proposed are developments up to 3 storeys in height. This is problematic on an infill or land assembly basis as apartments encounter difficulty when providing on-site parking. Typically, surface parking lots require a large amount of land to accommodate the drive aisles and parking stalls required under our zoning bylaw. Using a 30 unit apartment building as an example, 60 parking stalls would be required (as shown

in Figure 2) which occupies 48% of the one acre land area. From an environmental, land utilization, and urban design standpoint, this is highly undesirable. Alternatively, the developer could construct an underground parkade structure but unless it is in a highly specialized market such as Oak Bay, Fairfield, or a waterfront property, a three storey building does not achieve the density/sale value required for an underground parkade, which with current prices could be \$3.0m or higher for a 60 stall structure. A four storey structure matched with an FAR density regulation in certain areas of the District could generate the required density and sale value to guide a developer to an underground setup.

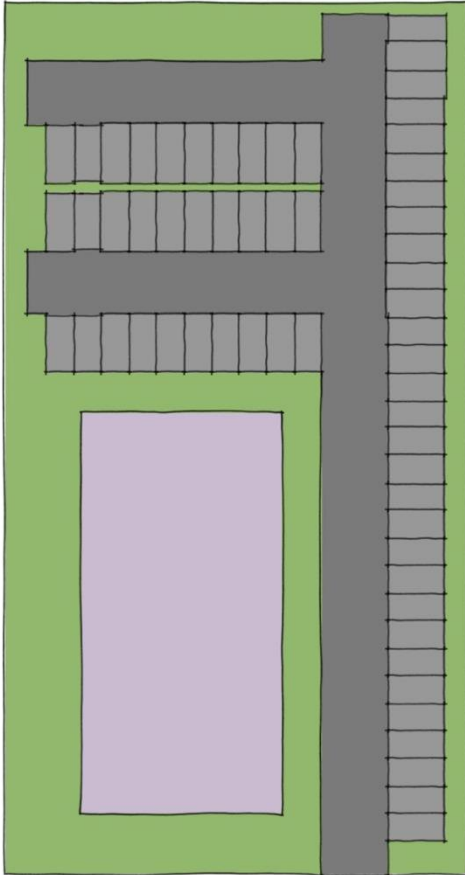


Figure 2: Three storey, 30 unit structure with surface parking (60 stalls)

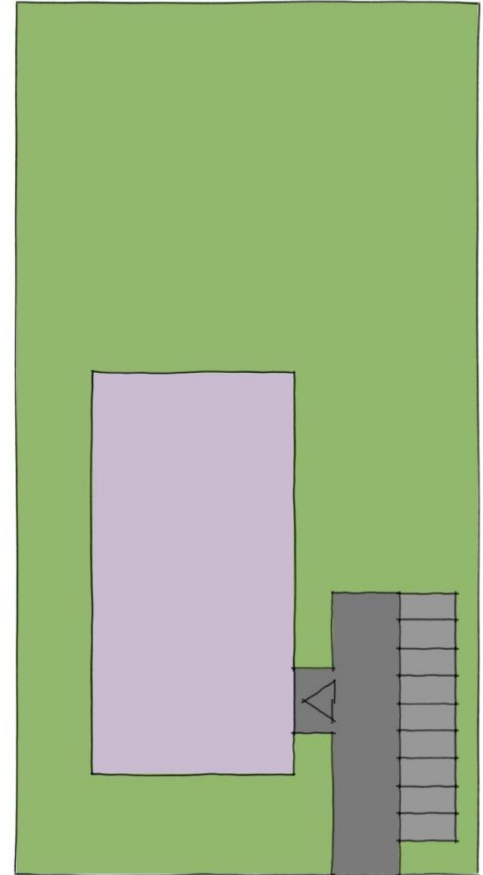


Figure 3: Four storey, 30 unit structure with underground and surface visitor parking)

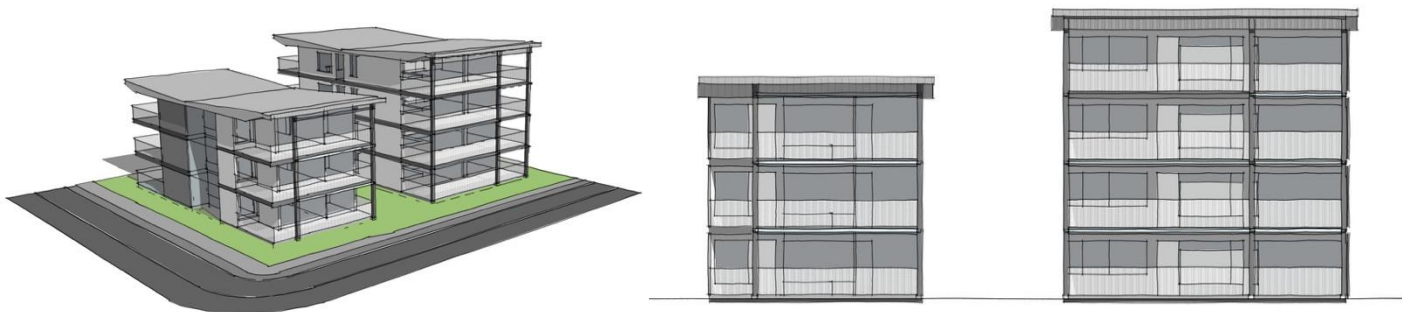


Figure 4: Three storey vs Four storey building comparison



## Density Measure

### *Units Per Acre*

The units per acre (UPA) measure of density is a form of dwelling units density calculation (ie: the number of dwelling units built on the lot). This method is often used by realtors or developers, as their focus is the marketable number of units in a given area. The density of an area can change based on the number of dwelling units – although we use individual dwelling units as a measurement, we don't measure the size of the units. Large buildings may take up the same amount of space as small ones, resulting in similar levels of FAR as shown below.

### *Floor Area Ratio*

Floor Area Ratio (FAR) is the ratio of built area (a building's total size) to the lot area (the property upon which the building is built). It is a measure used by planners, regulators, and developers to discern the intensity of a development. By itself, however, it is not sufficient to define density. Coverage is the relationship between the ground floor area of enclosed buildings and the area of the lot. Development scenarios with the same FAR but different coverage will produce varying types of development: for example, low-rise or high-rise. The examples below are a classic case of varying perceptions of density for two areas with identical FAR.

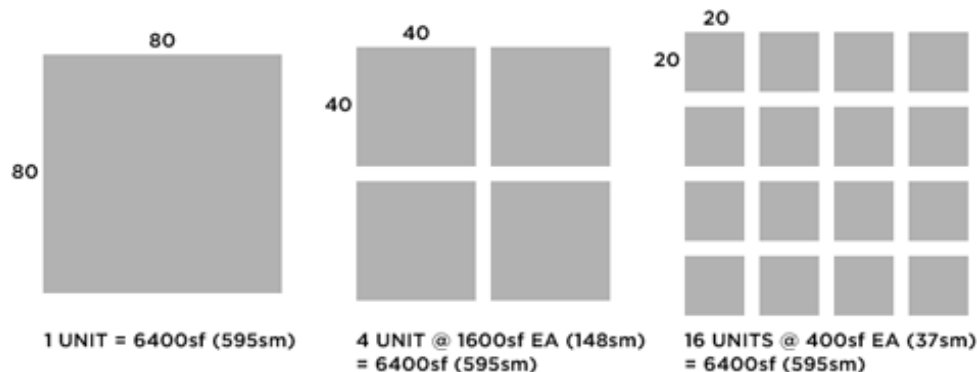


Figure 5: Floor Area Ratio Comparison

A unit per acre (UPA) calculation has several disadvantages and may work against affordability as it forces a developer into building larger units. Take for example a 2000m<sup>2</sup> lot on which, if designated 10 units per acre, a developer could achieve 5 units. In order to maximize profit, developers try to maximize the Gross Floor Area (GFA) of any given project since sale projections are often based on per square foot sale values. In general terms, the higher the GFA, the more saleable product, the higher the return. While the sale price per square foot is an important measure, sales are complex and are based on a variety of factors. That said, specific units often have an average sale price per square foot however they also have a ceiling that they can sell for. For example, a 1000ft<sup>2</sup> condo might sell for \$400 per square foot (psf) generating sale price of \$400,000. This does not mean that a 2000ft<sup>2</sup> condo will sell for \$400psf at \$800,000. In most markets there is a diminishing sale curve as the unit gets larger because the size of unit then starts competing against other forms of housing in a specific sale range (single family housing). With that in mind, this form of density calculation acts as a partial land use guide as it is often not economically feasible to construct very large apartment units. Therefore, to maximize the UPA calculation, townhouses often become the preferred product as they tend to be larger than apartments, carry a lower construction cost (design dependent), and have higher sale value ceilings but with a lower sale value per square foot.

A more flexible tool is the floor area ratio (FAR). This ratio is currently used in the District’s single family zones (R-1, R-2, R-3) however it is not utilized in our multi-family zones. The FAR method is an auto scaling measurement in that the smaller the lot, the lesser the allowable floor area. It allows a developer to more accurately and rapidly respond to market conditions such as offering a more diverse product mix of, for example, 1200ft<sup>2</sup> to 2000ft<sup>2</sup> townhouses. The UPA method would “penalize” a developer for building a smaller unit in that it creates lost GFA that cannot be recouped since housing product types have a sale value ceiling. The 800ft<sup>2</sup> lost in building a 1200ft<sup>2</sup> townhouse cannot be made up by selling a larger 2800ft<sup>2</sup> townhouse. This is because in general terms, the larger the unit, the lower the sale value per square foot. Allowing flexible unit sizes based on FAR actually allows for better allocation of floor area by encouraging smaller units which by nature, are cheaper (more affordable). From a developer point of view, smaller units also have a base sale value meaning they generate a higher sale value per square foot. This encourages a healthy product mix in development proposals, increases developer profit, encourages smaller (cheaper) units, and allows for additional community amenities to be provided through more financially stable development proposals. Figure 6 shows a comparative townhouse project layout of differing densities. Of the four sites shown, given the land prices in North Saanich, only the far right layout is actually an economically feasible project. That said, it exceeds the 15 units per acre density limitation current set in the OCP as it is 22 units per acre. But if reviewed in more detail, it has a smaller gross floor area and site coverage than a 15 units per acre project, making it a better utilization of land that could potentially generate more amenity contributions for the District, is a more targeted form of infill density, requires less land assembly, has a lower sale price per unit, and is potentially more economically viable for a developer to undertake.

Many municipalities are moving away from dwelling unit density calculations in favor of the FAR method as it directly relates to floor area, massing, and design objectives. The CRD in their RGS deliberations have also recently removed dwelling unit density calculations from their measurements and the Township of Sidney is in the process of changing their Units Per Hectare density measure to an FAR method.

Townhouses: Density Comparison

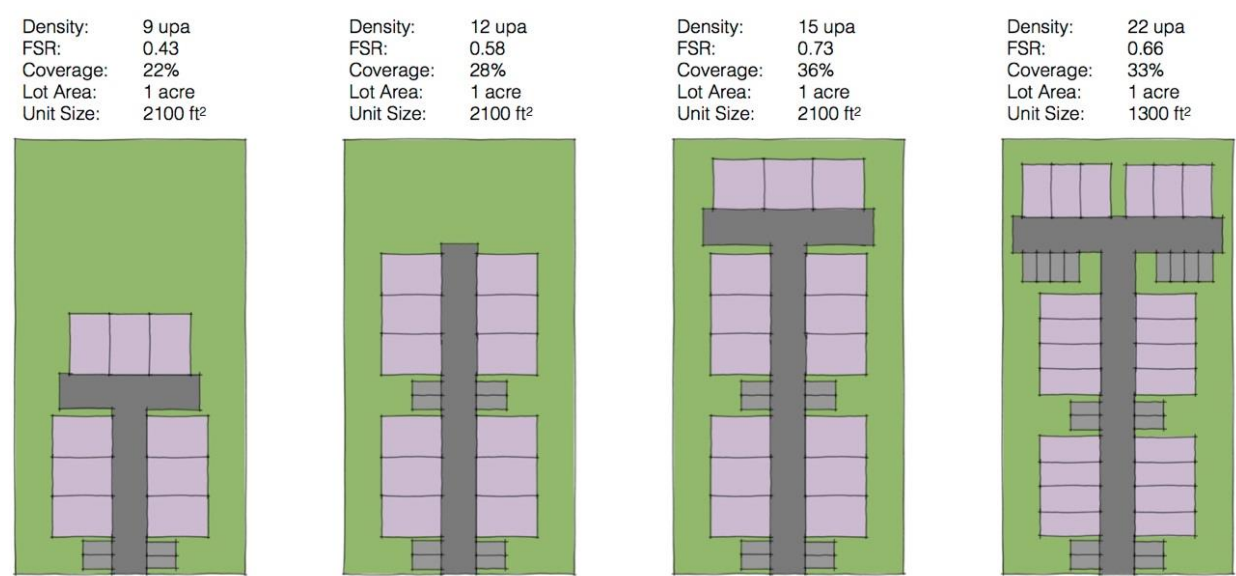


Figure 6: Townhouse Density Comparison