



PPS/RSP 2015-09 Submissions to the COW
after the Agenda and Materials were sent out:
-Early Input from Central Saanich (pgs 1-41)
-Public Input (pgs 42-83)

The Corporation of the District of Central Saanich

November 14, 2014

Signe Bagh, Senior Manager, Regional and Strategic Planning
Planning and Protective Services
Capital Regional District
625 Fisgard Street
Victoria, BC V8W 2S6

Dear Ms. Bagh:

Re: CRD Regional Sustainability Strategy "Future Growth Area"

At the Regular Council Meeting held November 10th, 2014, Council considered the enclosed staff report entitled "*Regional Sustainability Strategy (RSS) update & refinement of draft Future Growth Area (FGA)*" and resolved as follows:

That Council:

- 1) *Recommend to the CRD that the draft RSS definition of the Future Growth Area land use designation could be revised to more clearly reflect the intent for these areas to support future economic and industrial growth contiguous to existing serviced industrial lands, and that housing may be part of the land use mix – but that the FGA is not intended to be an area designated for just residential use; and,*
- 2) *Support refining the area shown as Future Growth Area in the draft RSS to remove the two areas on the north and south ends as shown on Appendix B to the staff report dated November 4, 2014.*

Following a question on whether ALR lands are shown in the RSS maps, distinct from Natural Resource Lands, Council further resolved "*that Council recommend to the CRD that a map clearly identifying the Agricultural Land Reserve lands within the region be included in the RSS*".

If you have any questions in this regard, please do not hesitate to email the undersigned at bruce.greig@csaanich.ca or call 250-544-4214.

Sincerely,

Bruce Greig, mcip, bcsla
Director of Planning and Building Services
att.

C. Patrick Robins, Chief Administrative Officer
Susan Palmer, Sr. Project Coordinator, CRD

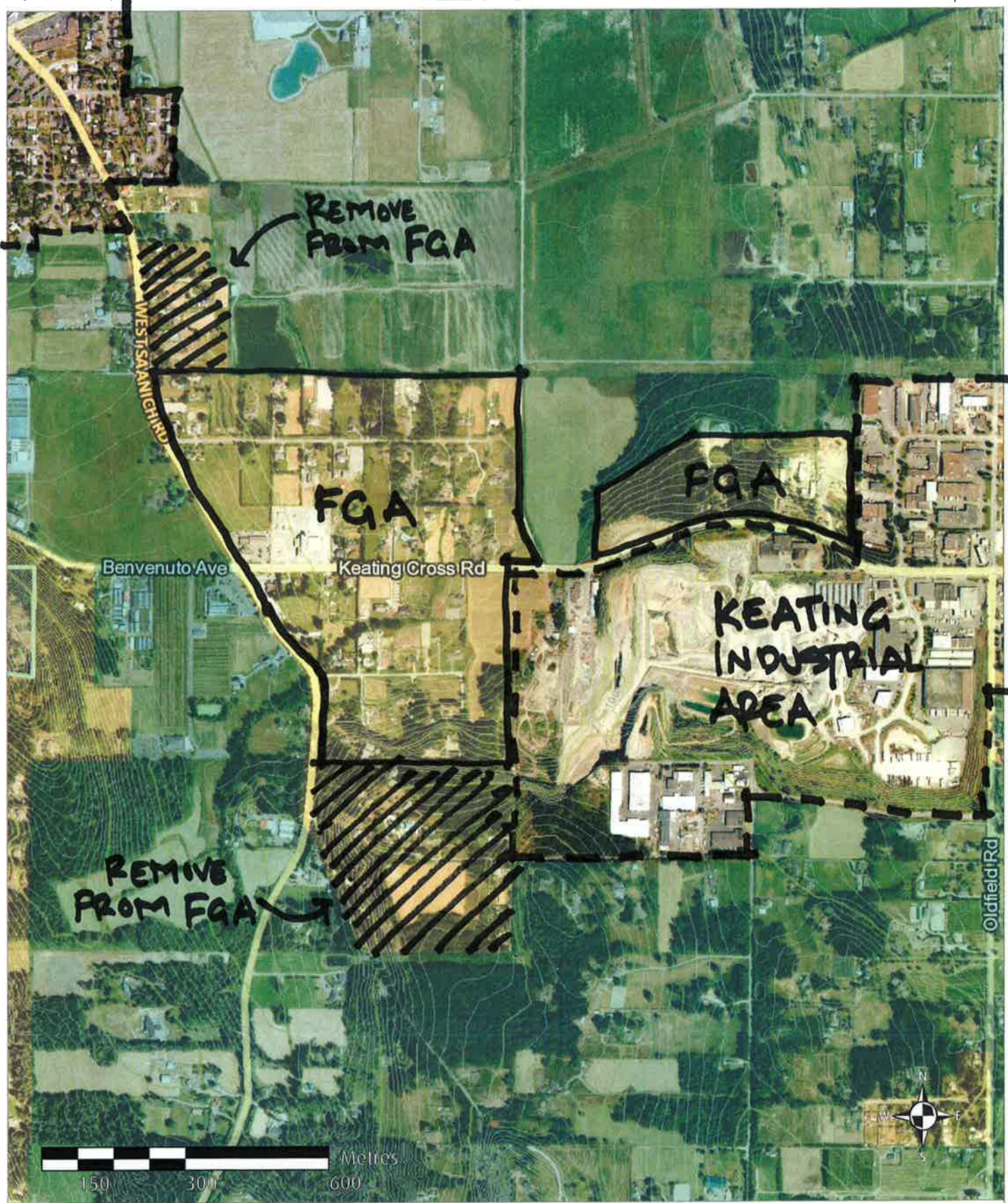
1903 Mount Newton Cross Road, Saanichton, B.C. V8M 2A9

Phone: (250) 652-4444 Fax: (250) 652-0135

RUCSPA →

PROPOSED: REVISED "FUTURE GROWTH AREA" DESIGNATION IN DRAFT PSS.

Appendix B



← RUCSPA

Important

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The Corporation of the District of Central Saanich

COUNCIL REPORT

For Special Council meeting on November 10th, 2014

To: Patrick Robins
Chief Administrative Officer

File: RSS

From: Bruce Greig
Director of Planning & Building Services

Priority:	<input checked="" type="checkbox"/>	strategic
	<input type="checkbox"/>	operational

Date: November 4th, 2014

Re: Regional Sustainability Strategy (RSS) update & refinement of draft Future Growth Area (FGA)

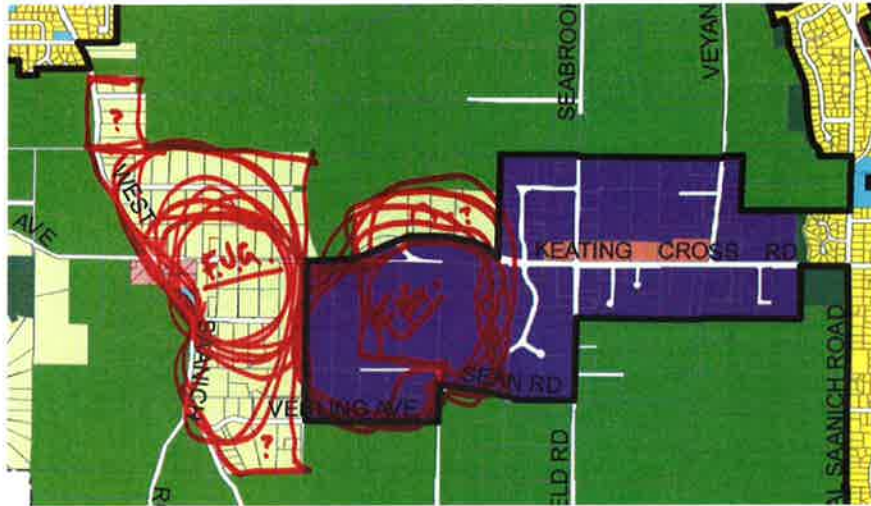
RECOMMENDATIONS:

That Council:

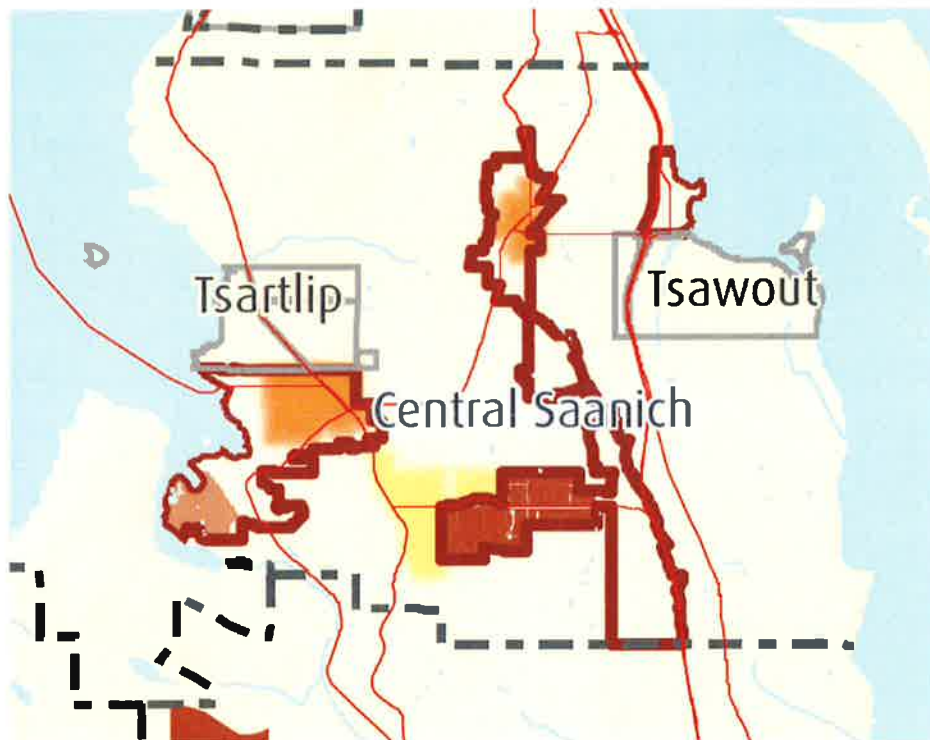
- 1) recommend to the CRD that the draft RSS definition of the Future Growth Area land use designation could be revised to more clearly reflect the intent for these areas to support future economic and industrial growth, contiguous to existing serviced industrial lands, and that housing (particularly workforce housing) may be part of the land use mix - but that the FGA is not intended to be an area designated for just residential use; and,
- 2) support refining the area shown as Future Growth Area in the draft RSS to remove the two areas on the north and south ends as shown on Appendix B to the staff memo dated November 4th, 2014.

BACKGROUND:

- September 2012: Council motions (506.12 & 507.12) indicating interest to accommodate some form of future development in the Keating / West Saanich area for consideration in the planning process for the Regional Sustainability Strategy (RSS);
- April 2013: Council endorsed input of Future Industrial Growth / Future Urban Growth Policy Area concept to the RSS process;



- June 2013: Council endorsed prioritized stages of future development and growth management – adding detail and context to the Future Growth Area concept, for input to the RSS (see Appendix 'F');
- April 2014: Council endorsed support to consider amending the OCP and Land Use Bylaw to strengthen existing growth containment policy by clarifying the limits on new growth outside the Urban Settlement Area / RUCSPA in the context of water servicing policy (see Appendix 'G'). Staff continue to work on these draft amendments, which will be brought forward to Council in early 2015;
- June 2014: draft RSS (including FGA shown as yellow area west of Keating on map below) presented to CRD Board. The Board provided direction for revisions to take place over the summer, but did not provide specific comment on the FGA;



- October 22, 2014: revised draft RSS (still including FGA shown west of Keating) presented to CRD Board. This time, comments for refinement include the following:
 - concept of “Future Growth Areas” is antithetical to the intent of managing growth; and,
 - consider whether Future Growth Area policy language goes against the intent of the RUCSPA / RGS.

Subsequently, CRD staff and Central Saanich staff have discussed the questions or concerns raised by some CRD Board members, and whether the comments reflect a complete understanding of the growth management context for this area in Central Saanich.

Note that no FGA areas are shown in the draft RSS anywhere in the region outside of Central Saanich; the FGA area is currently mapped as those rural lands generally north and west of the Keating industrial area (See Appendix ‘A’).

DISCUSSION:

The current draft RSS includes the following description in Part 3: Regional Land Use Policy Areas:

“Future Growth Area:

This land use policy area includes lands identified to accommodate future population and employment growth and intended to have full urban services (water and sewer) and infrastructure. Future Growth Areas may be re-designated as GCA in Map 4: Growth Containment Area subject to approval of a Minor Amendment to the RSS in accordance with the provisions of Part 4, Type 3 Minor Amendments.”

Staff suggest that the description in Part 3 of the RSS could be changed as follows to clarify the intent of this designation:

“Future Growth Area:

This land use policy area includes lands identified to accommodate future general employment and/or industrial growth in areas contiguous with existing serviced industrial lands. Future Growth Areas are not intended primarily for residential purposes but may include housing (particularly workforce housing) in mixed-use developments or areas. Future Growth Areas are intended to have full urban services (water and sewer) and infrastructure. Future Growth Areas may be re-designated as GCA in Map 4: Growth Containment Area subject to approval of a Minor Amendment to the RSS in accordance with the provisions of Part 4, Type 3 Minor Amendments.”

In addition, some physical constraints limit the potential for future development in the

overall Keating / West Saanich area, most notably the steep slopes north of Verling Avenue. Without the benefit of a process of site planning and public consultation, the entire area has been earmarked as FGA – with the expectation that future land use planning processes (leading to OCP amendment, rezoning, etc.) would then define the appropriate developable portions within the broader area.

Even without detailed analysis, some refinement of the area shown as FGA could achieve the same intent while lessening concerns over the scale of potential future growth. Council may wish to consider providing input to the CRD endorsing refinement of the FGA to remove the following areas, as shown in Appendix 'B':

1. the rural lands north of Verling Avenue and south of the alignment of Sean Heights. This land is largely within an area of steep slopes shown on OCP Map 6: Development Constraints (see Appendix 'C'); and,
2. the string of properties fronting West Saanich Road just south of Brentwood Bay and north of Carriage Lane (see Appendix 'D'). This gateway to the Brentwood Bay village is not seen as a likely candidate for future industrial/commercial mixed-use redevelopment, as it is a narrow strip of rural land bounded by ALR to the east and west. A major re-development of this strip would also significantly alter the character of the southern entrance to the Brentwood Bay village, and would likely be faced with some community opposition.

CONCLUSION:

The CRD Board directed that further work on the RSS proceed according to the work plan attached in Appendix 'E'. Input on changes to the draft RSS that are provided to the CRD by November 14th, 2014 can be incorporated into the draft that is to be circulated for public engagement in early 2015.

Staff recommend that this report and the changes noted above be submitted to the CRD as suggested revisions to the draft RSS as it is further refined for public engagement in 2015.

Respectfully submitted,



Bruce Greig, mcip, bcsla
Director of Planning & Building Services

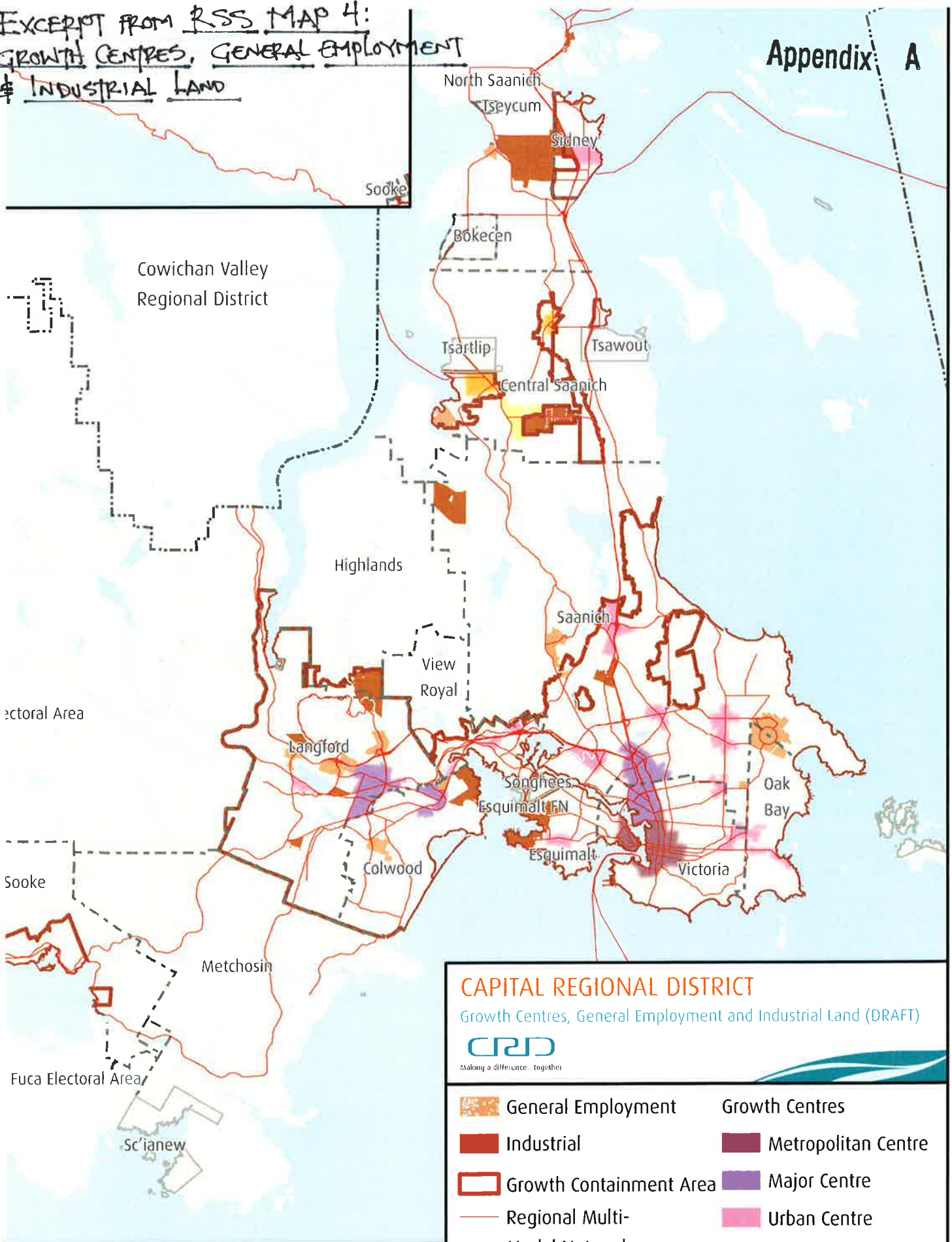
***Administrator's Recommendation:
I concur with the recommendation
contained in this report.***

***Patrick Robins
Chief Administrative Officer***

Attachments:

- Appendix 'A' – excerpt from RSS map 4
- Appendix 'B' – proposed revisions to Future Growth Area in draft RSS
- Appendix 'C' - area of steep slopes north of Verling Avenue
- Appendix 'D' - area on West Saanich Road near south entrance to Brentwood Bay village
- Appendix 'E' - RSS work plan
- Appendix 'F' - staff memo dated June 5, 2013 provided as input to CRD
- Appendix 'G' - staff memo dated April 22, 2014 re: Growth Containment and Water Servicing Policy - Rural Areas

EXCERPT FROM RSS MAP 4:
GROWTH CENTRES, GENERAL EMPLOYMENT
& INDUSTRIAL LAND



CAPITAL REGIONAL DISTRICT

Growth Centres, General Employment and Industrial Land (DRAFT)



- | | |
|------------------------------|---------------------|
| General Employment | Metropolitan Centre |
| Industrial | Major Centre |
| Growth Containment Area | Urban Centre |
| Regional Multi-Modal Network | Rural Centre |
| Municipal Boundaries | Future Growth Area |
| First Nations Reserves | |

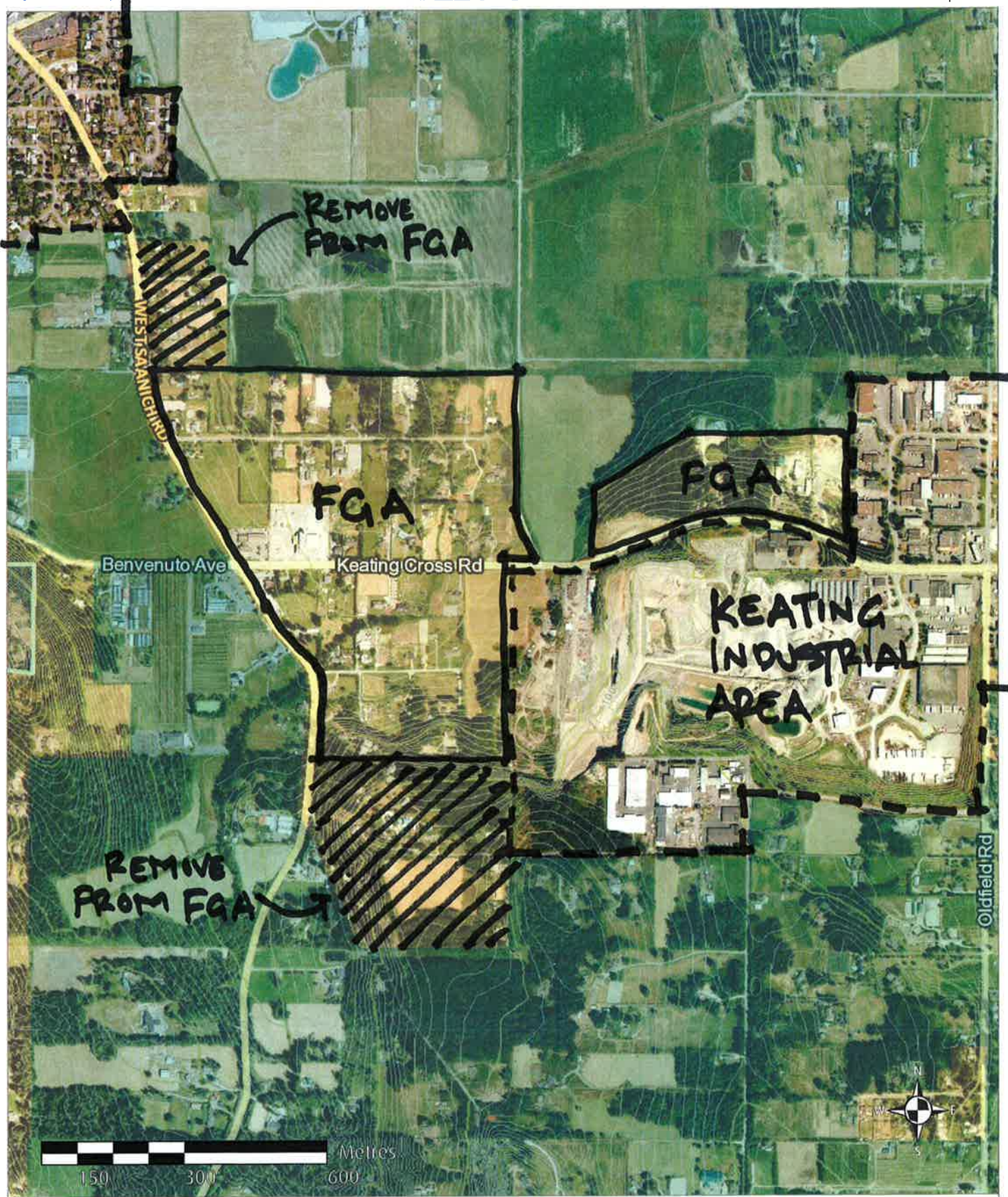
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RUCSPA →

PROPOSED: REVISED "FUTURE GROWTH AREA" DESIGNATION IN DRAFT PSS.

Appendix B



← RUCSPA

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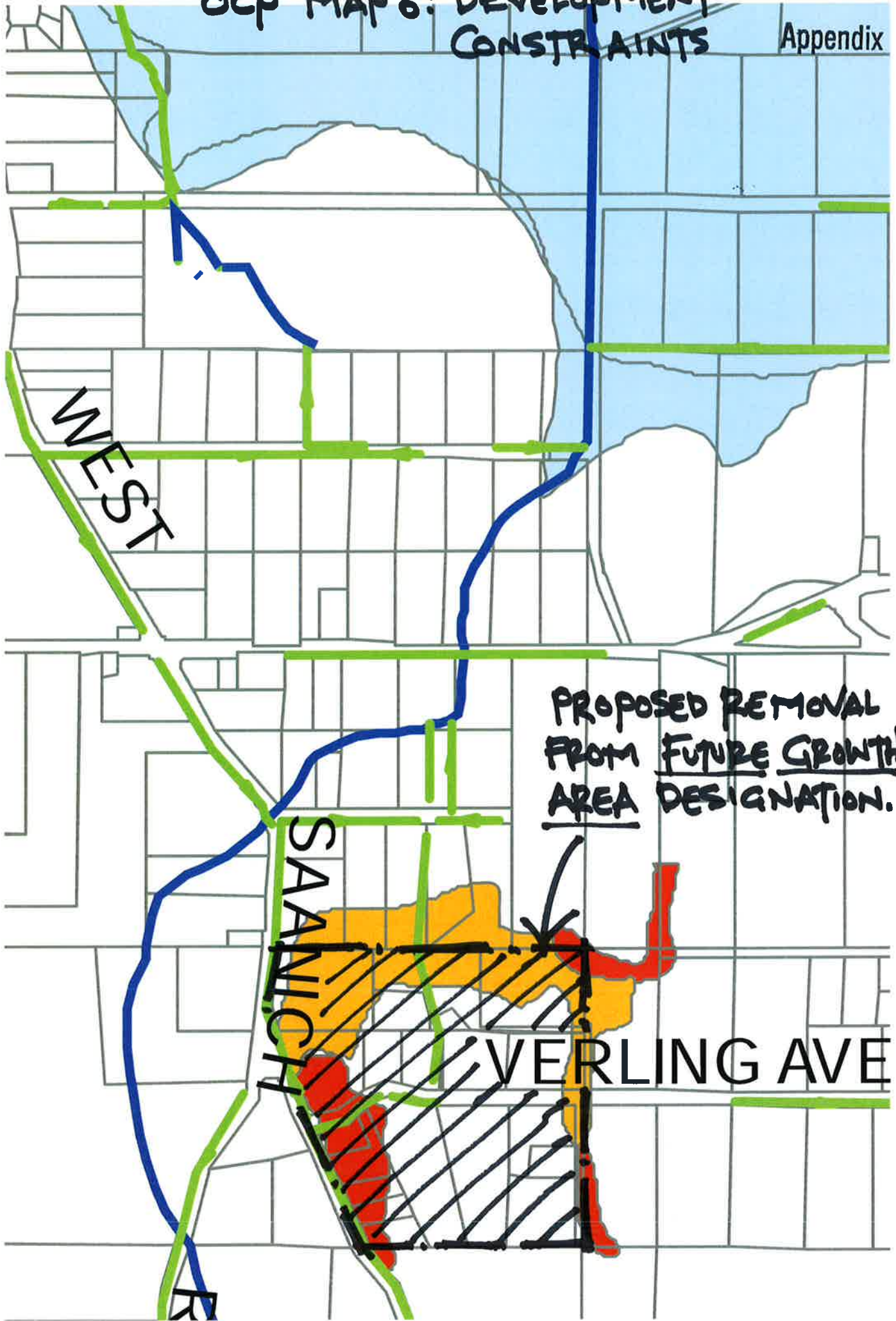
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OCP MAP 6: DEVELOPMENT CONSTRAINTS

Appendix

C



WEST

SAANICHI

VERLING AVE

PROPOSED REMOVAL FROM FUTURE GROWTH AREA DESIGNATION.



← RUCSPA BOUNDARY.



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Attachment 3: RSS Work Plan

2014 Initiatives			
Date	Task	Purpose	Audience
October - November	Present Draft RSS to CoW Model transportation and greenhouse gas (GHG) emissions Engage with interested First Nations communities on the regional planning process (ongoing)	Obtain direction regarding next steps on RSS content and process Inform the evaluation process Build relationships with First Nations communities	CoW First Nations
November - December	Review modelling results; consider implications of key informant and stakeholder input Revise draft RSS in response to CoW direction and develop online engagement tool	Prepare for local government, stakeholder and general public input in 2015	Potential for another IAC/DPAC/SRT meeting

2015 Initiatives			
Date	Task	Purpose	Audience
January	Promote the online engagement tool	Generate public interest and participation	Stakeholders and public
	Launch online engagement tool	Obtain feedback on draft document	Stakeholders and general public
	Stakeholders workshop	Obtain feedback on draft document	RTE, ROM, and other key stakeholders
February - March	Engage local governments	Receive input on draft RSS	Individual Councils
	Facilitate IAC/DPAC/SRT review of input	Obtain stakeholder feedback on proposed changes	IAC/DPAC/SRT
March - April	Revise RSS based on stakeholder and general public feedback	Prepare adoption-ready RSS	
Spring	Submit report to CRD Board	Obtain direction for content of final document	CRD Board
June	Submit report to CRD Board	Obtain first and second readings	CRD Board
August	Hold public hearing	Provide for public feedback on final	Public

2015 Initiatives			
		document	
September-October	Report results of public hearing	Fulfill public hearing procedural requirements	CoW
	Refer the Bylaw	Fulfill <i>LGA</i> requirements Obtain acceptance of proposed RSS	Affected governments, including adjoining regional districts, and Minister of Community, Sport & Cultural Development (or facilitator, if appointed)
November	Adopt RSS Bylaw	Replace the 2003 RGS	CRD Board



The Corporation of the District of Central Saanich

June 19, 2013

Marg Misek-Evans, Senior Manager
 Planning and Protective Services | Regional Planning
 Capital Regional District
 625 Fisgard Street
 Victoria, BC V8W 2S6

Dear Ms. Evans:

Re: CRD Regional Growth / Regional Sustainability Strategy Review

At the Regular Council Meeting held June 17, 2013, Council considered a staff report entitled "Update on Central Saanich OCP growth management policies & input into the Regional Sustainability Strategy (RSS)" and resolved as follows:

That the Staff Memorandum dated June 5, 2013, from the Director of Planning and Building Services entitled "Update on Central Saanich OCP Growth Management Policies & Input Into the Regional Sustainability Strategy (RSS) Next Steps" be received, and Council:

1. *endorse the following order of priorities to clarify the District's approach to development and growth management boundaries, in the context of the Central Saanich OCP Bylaw and regional growth management policies:*
 - a) *continue to encourage and support the re-development and densification of the core of the Brentwood Bay and Saanichton villages;*
 - b) *encourage and support more intensive use of under-developed Industrial lands in the Keating Business Park;*
 - c) *give consideration to proposals that would add residential uses within mixed-use development on existing Industrial lands, subject to ensuring that commercial uses are not limited by the addition of any residential uses;*
 - d) *encourage and support the conversion of existing gravel Extraction Industrial (I-2) lands and consider mixed-use industrial / commercial / residential development to accommodate an appropriately high density of people and jobs in this area; and,*
 - e) *once plans for re-development of depleted gravel extraction areas are clear, then consider (at the initiative of land owners) expanding the area of designated Industrial lands – and the Urban Settlement Area boundary – to non-ALR sites that are contiguous with the developed industrial area, where such expansion can provide adequate buffering of farm land and riparian areas; and,*

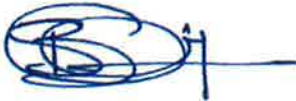
1903 Mount Newton Cross Road, Saanichton, B.C. V8M 2A9

Phone: (250) 652-4444 Fax: (250) 652-0135

2. *with respect to a preferred process for public consultation on the above priorities and on the analysis presented in this report, staff be directed to provide recommendations on the options for public consultation once a draft RSS is prepared and provide Council with what OCP amendments may be required and consistent with the draft RSS and to further provide costs associated with the public consultation options;*
 3. *direct Staff to provide the analysis and conclusions of this report as input into the development of the Regional Sustainability Strategy (RSS); and,*
 4. *direct Staff, once the draft RSS has been prepared, to report back to Council on implications for Municipal land use and transportation planning, and what amendments to the OCP may be warranted to ensure the Central Saanich OCP Bylaw aligns with the Regional Sustainability Strategy.*
- CARRIED UNANIMOUSLY*

If you have any questions in this regard, please do not hesitate to email the undersigned at bruce.greig@csaanich.ca or call 250-544-4214.

Sincerely,



Bruce Greig, mcip, bcsla
Director of Planning and Building Services

att.

- C. Patrick Robins, Chief Administrative Officer
Susan Palmer, Sr. Project Coordinator, CRD



The Corporation of the District of Central Saanich

MEMORANDUM

To: Patrick Robins, Administrator (for the Planning & Development Committee)

From: Bruce Greig, Director of Planning and Building Services

Date: June 5th, 2013

Subject: **Update on Central Saanich OCP growth management policies & input into the Regional Sustainability Strategy (RSS) next steps**

Recommendation:

A.) that Council receive this report and endorse the following order of priorities to clarify the District's approach to development and growth management boundaries, in the context of the Central Saanich OCP bylaw and regional growth management policies:

1. continue to encourage and support the re-development and densification of the core of the Brentwood Bay and Saanichton villages;
2. encourage and support more intensive use of under-developed Industrial lands in the Keating Business Park;
3. give consideration to proposals that would add residential uses within mixed-use development on existing Industrial lands, subject to ensuring that commercial uses are not limited by the addition of any residential uses;
4. encourage and support the conversion of existing gravel Extraction Industrial (I-2) lands and consider mixed-use industrial/commercial/residential development to accommodate an appropriately high density of people and jobs in this area; and,
5. once plans for re-development of depleted gravel extraction areas are clear, then consider (at the initiative of land owners) expanding the area of designated Industrial lands - and the Urban Settlement Area boundary - to non-ALR sites that are contiguous with the developed industrial area, where such expansion can provide adequate buffering of farm land and riparian areas.

B.) that Council indicate a preferred process for public consultation on the above priorities and on the analysis presented in this report;

C.) that Council direct staff to provide the analysis and conclusions of this report as input into the development of the Regional Sustainability Strategy (RSS); and,

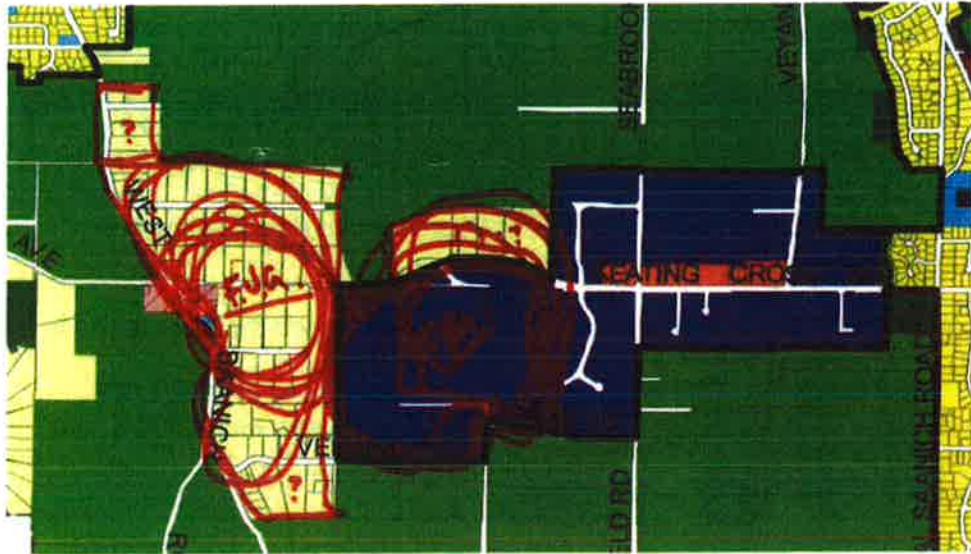
D.) that Council direct staff, once the draft RSS has been prepared, to report back to Council on implications for municipal land use and transportation planning, and what amendments to the OCP may be warranted to ensure the Central Saanich OCP Bylaw aligns with the Regional Sustainability Strategy.

Background:

At the April 8, 2013 Planning and Development Committee meeting, Council received a report and presentation on the ongoing development of the Regional Sustainability Strategy (RSS) by the CRD, and passed the following motions to provide early municipal input into the process:

203.13 That the Staff Memorandum dated April 8, 2013, from the Director of Planning and Building Services entitled "Central Saanich Input into the CRD Regional Sustainability Strategy: Coordination with Strategic Plan Actions / Process and Timeline" be received, and Staff be directed to submit the following draft suggestion for input into the CRD's RGS/RSS review process:

- *Future Urban Growth and Future Industrial Growth policy areas, and specifically highlighting the Keating Industrial area and the Keating / West Saanich area as sketched out by staff.*



204.13 That Staff be directed to submit the following draft suggestion into the CRD's RGS/RSS review process:

- *that the municipality will explore a more clear definition of a density threshold that would trigger the Future Urban Growth / Future Industrial Growth area planning and Regional Urban Containment and Servicing Policy Area boundary changes, in which case it would be considered a minor amendment and that the criteria for minor amendments be broadened to introduce flexibility into the RSS.*

205.13 That Staff be directed to submit the following draft suggestion into the CRD's RGS/RSS review process:

- *The separation of rural servicing policy from growth management policy.*

At the April 8th Committee meeting, Council also considered whether to suggest a draft definition of rural versus urban density, and opted to defer the question at this time and hear what comes out of the RSS discussion on these definitions first, before deciding on a municipal definition. Staff noted that the issue of further defining the capacity for development within the urban settlement areas could be assessed internally, and brought back to the Committee in the near future. A Council member noted that the current OCP policy of reaching 95% build-out before expanding the Urban Settlement Area boundary needed to be re-visited.

Previously, at its September 17, 2012 meeting, Council had also passed the following motions:

506.12 That, in preparation for, and to help inform the District's participation in the Regional Sustainability Strategy planning process currently being undertaken by the Capital Regional District, Council request Staff to recommend an appropriate planning and public consultation process for a review of the District's Official Community Plan and Land Use Bylaw as they pertain to the non-ALR lands located between the Keating Business Park and Brentwood Bay; and Council request that such report identify potential costs of extended services and also identify recommended options for the perimeter of the proposed study area for Council's consideration.

507.12 That, in preparation for and to help inform the District's participation in the Regional Sustainability Strategy planning process currently being undertaken by the Capital Regional District, Council request staff to recommend an appropriate planning and public consultation process for a review of the District's Official Community Plan and Land Use Bylaw as they pertain to additional residential uses in the Keating Business Park.

As discussed on April 8th, and at the subsequent May 13, 2013 Planning and Development Committee meeting, staff have prepared this report to provide more information and seek direction from Council on next steps. Topics addressed in this report include:

- further background on existing Central Saanich growth management policy adopted in the Official Community Plan (OCP) bylaw and connection to the Regional Growth Strategy (RGS);
- the connection of land use and transportation policy to the District's greenhouse gas (GHG) emission targets and trends;
- update on the 2007 Housing Capacity Analysis and further discussion of "density targets" for village centres in the context of current RSS development;
- overview of Keating industrial and Keating / West Saanich rural areas previously identified by Council for consideration of new future growth policy;
- options for public engagement; and,
- next steps

OCP on growth management:

The Central Saanich OCP bylaw endorses a model of slow growth (1% per year, or roughly 70 new dwelling units) concentrated within clearly defined Urban Settlement Areas. The OCP also, within the Regional Context Statement (RCS - chapter 12 of the OCP), states how the municipality will manage growth within the context of the regional growth policies. The RCS states that "infilling of existing residential areas (to about 95% of development potential) will be required prior to extension of services for residential purposes to undeveloped areas"¹.

¹ OCP Bylaw No. 1600, Section 12.3.1

The connection to Greenhouse Gas emissions:

The following section 1.2.1 was added to the OCP bylaw in 2009:

“Many of the policies found throughout this plan aim to reduce greenhouse gas (GHG) emissions by guiding decisions on issues of transportation, building construction and land use that can affect the pattern of energy consumption and GHG emissions within our community. In order to direct the municipal effort to reduce GHG emissions, the District has committed to implement the actions identified in the 2008 Central Saanich Energy Plan, and specifically adopts the following targets for the reduction of greenhouse gas emissions throughout our community, compared to 2007 levels:

*33% by 2020
80% by 2050”*

GHG emissions have continued to rise in the District and throughout the region. Within Central Saanich the proportion of emissions attributed to transportation is higher than the regional average, which is to be expected in an area with a significantly rural pattern of land use. At the same time, Central Saanich enjoys a legacy of land use patterns that concentrates the majority of the housing and commercial development within relatively compact, defined areas. Keeping the pattern of development compact, thereby allowing more people to live in proximity to jobs and services, will be key to achieving the goals that the District has set.

The Local Numbers – Central Saanich

What	When	Data
Energy Use	2010	1,594,190 GJ
Energy Use	2007	1,542,551 GJ
GHG emissions	2010	75,009 tCO ₂ e
GHG emissions	2007	72,035 tCo ₂ e
Co ₂ Concentration	2013	400 ppm
Co ₂ Concentration	2010	390 ppm
Co ₂ Concentration	2007	384 ppm



Remaining capacity within Urban Settlement Areas:

The 2007 Housing Capacity Analysis² concluded that there was remaining capacity for 750 to 1000 additional dwelling units within the established urban settlement areas (see Appendix 'A'). The 2007 analysis was quite thorough and provided a broad picture of the development potential within the urban areas of the District. The RCS policy target of “95% of development potential” is problematic, however, because it connects a certain trigger (95%) to an uncertain

² OCP Bylaw No. 1600, Appendix B

number (somewhere between 750 and 1000 units). Forecasting an absolute number to be reached by re-development of urban properties is not practical (with the inherent uncertainty that comes with predicting the decisions of individual land owners). That said, staff have reviewed the Housing Capacity Analysis to provide an update, aiming to narrow the range.

Since the 2007 analysis was done, 413 additional dwellings have been constructed throughout the District (according to building permits issued). This averages out to 69 per year, or 1% per year growth, matching the acceptable level described in the OCP.

The properties included in the 2007 analysis were revisited, with a focus on the core of the two villages (within walking distance of the centre). Recently renovated (or currently renovating) properties were excluded as unlikely to re-develop within the next ten to fifteen years after significant investment in building upgrades. Properties already developed were also removed from the tally.

Approximate **remaining capacity** found in the village centres:

Brentwood village: 254 units
Saanichton village: 158 units
412 units

This represents, almost exclusively, new housing within mixed-use developments in village centres (see Appendix 'B'). Of this, 127 units have already been approved through the rezoning and/or Development Permit stage.

The form of development anticipated in the OCP (and this updated analysis) is largely mixed-use re-development of existing single-storey retail buildings within the village centres. New development in Brentwood Bay village and Saanichton village is expected to take the form of residential dwelling units constructed above ground-floor commercial space (up to four storeys total, with parking beneath). This type of re-development has begun within the Brentwood Bay village, with the notable examples at the "old post office" site at 7161 West Saanich Road and the "Carriage Pointe" building at the corner of West Saanich Road and Wallace Drive. The analysis assumed that buildings taller than 4 storeys would not likely be approved. The recent Residential Densification Study again concluded that there is generally strong community support for concentrating most future development within the village cores.

Note that a small amount of growth was also projected outside the village centres within existing single-family neighbourhoods. This type of infill was the focus of the Residential Densification Study (RDS). Implementation of the RDS recommendations is one of the tasks identified for this year in the municipal Strategic Plan.

Beyond housing:

The Housing Capacity Analysis focused exclusively on housing. As the RSS takes shape, a more nuanced measure of "jobs + people" is emerging as a preferred unit of measuring density. This makes a better connection between land use and transportation (capturing homes and work places, and the travel between), and is equally applicable to areas with varying mixes and concentrations of housing and commercial development. As a general rule, transportation planners focus on having transportation alternatives located within 500m (walking distance) of concentrations of jobs and housing. Analysis of the village cores of Brentwood and Saanichton reveals the following:

Saanichton:

current density = 44 people + jobs / ha
 with 158 units added, the density would be 50 people + jobs / ha

Brentwood:

current density = 45 people + jobs / ha
 with 254 units added, the density would be 54 people + jobs / ha

Higher densities support better transportation infrastructure and service levels. Concentrating growth within the existing villages will also provide a greater customer base to support existing businesses. The Central Saanich OCP already includes detailed design guidelines (particularly for the Brentwood Bay Village) to guide re-development to ensure the character and livability of the village centres evolves to meet the community's expectations.

The following density targets illustrate how further re-development and infill of the village centres within Central Saanich can, over time, allow a greater proportion of residents to live within close proximity to services and increased transportation choices. This is particularly important to those segments of the population dependent on alternatives to the automobile for their transportation needs.

Transit service type	Suggested minimum density
Basic Transit Service (One bus every 20-30 minutes)	22 units per ha / 50 residents & jobs combined
Frequent Transit Service (One Bus every 10-15 minutes)	37 units per ha / 80 residents & jobs combined
Very Frequent Bus Service (One bus every 5 minutes with potential for LRT or BRT)	45 units per ha / 100 residents & jobs combined
Dedicated Rapid Transit (LRT/BRT)	72 units per ha / 160 residents & jobs combined
Subway	90 units per ha / 200 residents & jobs combined

(Ontario Ministry of Transportation: *Transit Supportive Guidelines*)

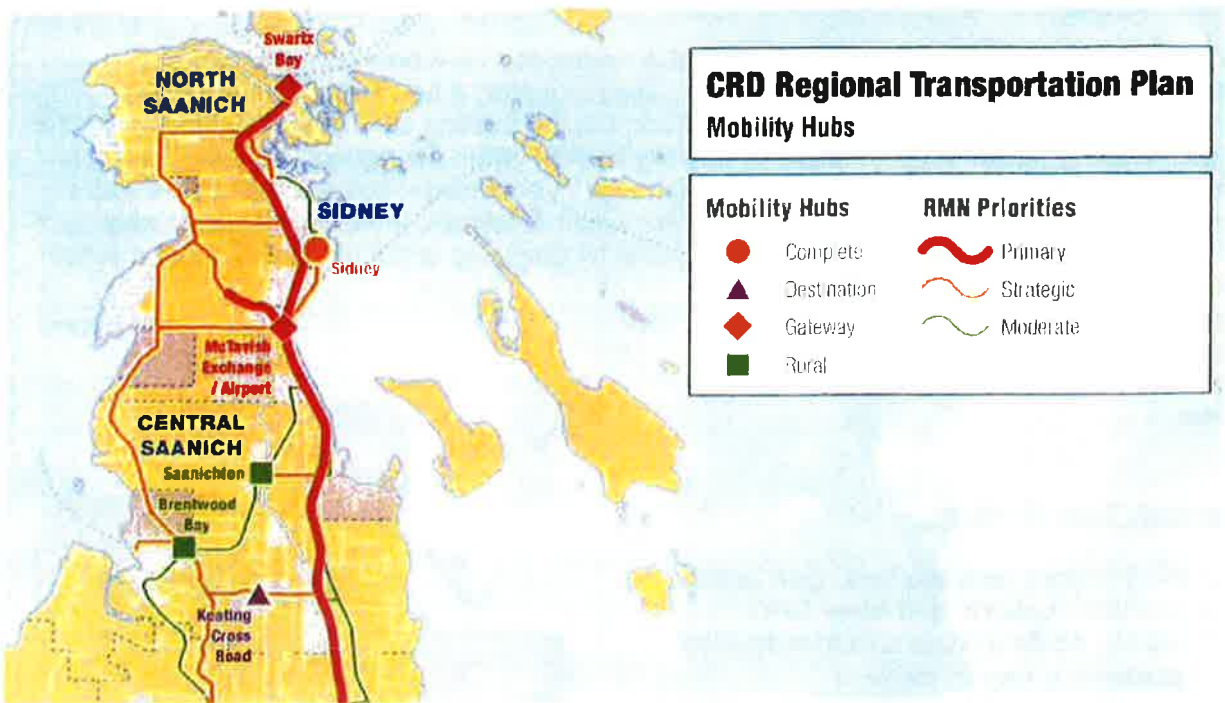
Keating Industrial Area:

The current density of people and jobs is approximately 45/ha within the developed areas of the Keating Business Park. An additional 7 ha is currently undeveloped or significantly under-developed, but already zoned for industrial and commercial uses (see area 'A' in Appendix 'C'). Another 29 ha of gravel extraction could convert to other industrial uses (see area 'B' in Appendix 'C'). If developed to the same intensity as the rest of Keating, these already-designated Industrial lands could support an additional 1,600 jobs within the community. The OCP contains policy in section 5.2.5 providing guidance for future industrial growth within gravel extraction areas (see Appendix 'D').

Potential for housing in Keating:

Within the already developed industrial and commercial properties in Keating, there is limited potential for adding significant amounts of housing. Given the diversity of commercial enterprises in the area, inserting concentrations of housing could bring a high potential for conflict (noise, traffic, etc.) There may be individual properties that propose to develop or re-develop in ways that can creatively add housing without limiting the ongoing concentration of business activity in Keating. The municipality should consider such proposals, while being mindful of protecting the land base for industrial and commercial businesses in the community.

The greatest potential for adding housing within Keating lies in the conversion of depleted gravel extraction areas and/or any future expansion of the industrial area. The current OCP policy points to master-planning depleted extraction areas for conversion to other industrial uses. It may be worth re-visiting this policy with an eye to mixed-use industrial, commercial and housing uses that clearly reserves the ground floor for industrial and commercial activities. Given the current job density found in Keating of 45 jobs/ha, adding housing above commercial and industrial uses could see the area evolve into a hub of housing, jobs and transportation. Carefully designed, this could add a significant quantity and diversity to the housing supply in the District. The Keating area is already identified in the draft Regional Transportation Plan as a significant “mobility hub”:



The land suited to more intensive uses in the Keating area spans a relatively small number of parcels and owners. The OCP indicates a community desire to see those properties re-develop (section 5.2.5 policies 8, 9 and 10 - see Appendix 'D'). Beyond this the role of the municipality is typically reactive, awaiting property owners to come forward with re-development proposals. If the District chose to be more proactive in defining the future of this area, its options include:

- consider expanding policy in the OCP to give greater direction to property owners of the desired pattern of future development;
- work with others in the region to better understand the future industrial demand for the area (e.g. manufacturing or more high-tech research and development? Construction trades or wholesales and distribution?);
- investigate interest among property owners and stakeholders to develop a detailed vision for the area;
- **continue to focus on transportation issues:** analysis, funding and advocacy to support continued improvement of access to Keating for all modes (goods movement and people movement) in coordination with the Regional Transportation Plan;

Expanding the boundaries of the Keating industrial area:

Analysis commissioned by the CRD estimates the need for 138 ha (343 ac) of new industrial land within the region by 2038³. Finding new sites for industrial development is extremely difficult, especially within close proximity to urban areas. As older industrial areas in Victoria, Esquimalt and Saanich convert to other uses, businesses are displaced. The Keating area is well positioned between the ferries, airport and downtown. Already identified as a significant hub of jobs and goods movement, there is an argument to be made for expanding the existing industrial area in Keating rather than looking for new industrial areas located further from the regional core.

Council has indicated a willingness to look at an expanded USA boundary that would incorporate rural areas adjacent to Keating. Approximately 9 ha of rural land is located immediately north of Keating cross road, adjacent to the existing USA boundary (see area 'C' in Appendix 'C'). These properties are all partially located within the Agricultural Land Reserve, therefore any change of land use would need to carefully consider how the agricultural lands and operations will be protected. As gravel extraction continues, there may be some near-term changes necessary at the north end of the gravel pit (rezoning of the old Mount Newton school site, adjustments to unused road right-of-ways); it may be timely to engage with the handful of neighbouring property owners to the north, to understand their vision for the area.

Keating / West Saanich:

For more intense land use to support better transportation options (and lower GHG emissions), existing areas should redevelop and gradually grow outwards.

In-depth consideration of re-designating the Keating / West Saanich rural area should be considered after the future of the existing industrial lands (particularly the Butler pit) is



³ A Context for Change Management in the Capital Regional District, Urban Futures & City Spaces, 2009

more certain. The Keating / West Saanich area is comprised of numerous (approximately 50) smaller parcels under individual ownership, making re-development by a single entity unlikely. Elements that would shape increased development in the area include steeper slopes off Verling Avenue, agricultural land requiring buffering on the east and north, and the Graham Creek designated riparian zone bisecting the area (see area 'D' in Appendix 'C'). Taking these constraints into account, some 30 ha of land is located in this rural area.

Council could consider adopting a future growth policy for this area. Such policy should address the factors noted above and consider the timing in relation to the re-development of the adjacent industrial lands.

Given the numerous land owners potentially affected, should Council wish to consider this further, the initial step should include consultation with the property owners and other community members to gauge their vision for the future use of this area of the municipality.

Public Consultation:

Council may wish to consider a number of options to engage the citizens of Central Saanich to hear their ideas and opinions on these potential changes. At this point in time, the concepts discussed in this report are being considered for discussion and early input into the development of the RSS. Council has indicated a desire to signal where changes or more clarity may be desirable in the new regional plan and potentially within District policy; these concepts represent change and may cause concern among some community members. Opportunity for open discussion to better understand the context can only help the community make informed decisions. Public consultation might take various forms, including:

- Town Hall discussions (with presentation);
- stakeholders (particularly property owners) invited to more focussed, group discussions with Council;
- static displays (e.g. poster, slideshow) and feedback (survey form);
- online discussion forum;
- or other forms of community engagement, at the discretion of Council.

Conclusions:

There is adequate capacity within the existing village centres (and to a lesser extent, within urban areas further out from the centre) for a number of years of development before the District reaches "build-out" within its current Urban Settlement Area boundary. It is not too soon, however, to anticipate where future growth areas might occur and what conditions should trigger those changes. Since the Regional Sustainability Strategy will be looking twenty plus years out into the future, anticipating future changes and defining a municipal framework for those changes is appropriate at this time.

Many of the tasks listed below are already identified in the OCP and current Strategic Plan. Continuing to re-develop and intensify uses within the current urban settlement areas is consistent with the vision and goals expressed in the Official Community Plan. Some expansion of the settlement areas could be consistent with the OCP if done in a manner that gradually builds outward from built-up urban areas, and if shaped to achieve a pattern of compact community growth. In the Keating area, and potentially in the Keating / West Saanich area, an opportunity exists to see a significant expansion of the diversity of jobs and housing in the

community, in a pattern that makes progress toward the community goals for reducing GHG emissions. A key consideration throughout will be keeping in mind the long term transportation impacts of individual land use decisions.

Recommendations (expanded):

1. continue to encourage and support the re-development and densification of the core of the Brentwood Bay and Saanichton villages. This may include the following:

- 1.1. give favourable consideration to re-development proposals that increase the mix and density of housing and jobs within the village centres. Aim for a combined density of 80 people + jobs / ha in the areas within 500m of the village centres (sufficient to support frequent transit service);
- 1.2. work with Saanichton Village Association to facilitate neighbourhood planning⁴
- 1.3. update Saanichton commercial / mixed use Development Permit Area guidelines;
- 1.4. consider amending the Core Commercial C-1 zone to accommodate the height and density sought in recent mixed-use re-development projects;⁵
- 1.5. on the heels of the Water and Sewer master plans, review the Development Cost Charges bylaw to ensure any that necessary infrastructure upgrades are captured and funded in a way that is fair and consistent;
- 1.6. establish an alternative transportation reserve fund and fee schedule for parking variances granted for commercial/residential mixed-use developments.

2. encourage and support more intense use of under-developed Industrial lands in the Keating Business Park:

- 2.1. continue to advocate for a full movement interchange where Keating Cross Road meets the Pat Bay Highway⁶;
- 2.2. continue to meet with industry stakeholders to seek a better understanding of the needs of businesses in the Keating area;
- 2.3. in coordination with the Regional Transportation Plan, focus on improvements to municipal roads to provide better access for all modes (including the movement of residents, goods, customers and employees) to improve the Keating area as a mobility hub;
- 2.4. review the existing Industrial Development Permit Area guidelines⁷ and consider changes to clarify and streamline the application process while ensuring an appropriately high standard of development;

⁴ Central Saanich 2013 Strategic Plan: B1.3

⁵ Strategic Plan D1.2

⁶ Strategic Plan D5

⁷ Strategic Plan B4.2

- 3. give consideration to proposals that would add residential uses within mixed-use development on existing Industrial lands⁸, subject to ensuring that commercial uses are not limited by the addition of any residential uses;**
 - 3.1.1. ensure that residential uses do not reduce the industrial / commercial use of the property; in particular, ensure no residential parking or housing units occupy the ground floor of a mixed-use development;
 - 3.1.2. not all sites within Keating will be appropriate for residential uses, due to the intensity and type of neighbouring industrial activities. Therefore, the siting of any mixed-use development should be carefully considered in the context of neighbouring uses and potential for conflict and complaints that may arise;
 - 3.1.3. livability for workers and new residents will depend on the development of a precinct of services within the Keating area;

- 4. encourage and support the conversion of existing gravel Extraction Industrial (I-2) lands⁹ and consider mixed-use industrial/commercial/residential development to accommodate an appropriately high density of people and jobs in this area:**
 - 4.1. investigate interest and potential participants in a planning process (charrette?) to develop a post-gravel vision and plan for the Butler pit area;
 - 4.2. include the future plans for this area in anticipation of municipal infrastructure and servicing demands and revenues;
 - 4.3. investigate the potential for a renewable district energy system to serve new industrial/mixed-use areas - and consider locating such a system on the municipal Public Works Yard site.

- 5. once plans for re-development of depleted gravel extraction areas are clear, then consider (initiated by and/or in consultation with land owners) expanding the area of designated Industrial lands (and the Urban Settlement Area boundary) to non-ALR sites that are contiguous with the developed industrial area, where such expansion can provide adequate buffering of farm land and riparian areas:**
 - 5.1. work with regional partners to better understand the future demand for industrial lands and the mix of commercial and industrial enterprises that may best serve the municipality and region;
 - 5.2. ensure any adjacent agricultural lands are adequately protected from negative impacts of development;
 - 5.3. prioritize (and require, through zoning) a portion of development to serve agricultural support industries and businesses;
 - 5.4. ensure that any expansion of the settlement area only occurs by growth outward once adequate densities are achieved within the existing adjacent industrial lands, rather than "leapfrogging" into isolated pockets;
 - 5.5. any re-designation and re-zoning of rural lands should be done on an area-wide basis, at the initiative (and/or in consultation with) property owners within that area.

⁸ Strategic Plan B6.1

⁹ Strategic Plan D1.3

Process:

At this point, still early in the development of the Regional Sustainability Strategy, staff are looking for feedback from Council to help inform discussions with the CRD. As discussed previously, Council will also have numerous opportunities for direct input into the development of the RSS. Council discussion of the above issues will also clarify the next steps for engaging the community and determining whether any changes to municipal policies are warranted at this time.

Respectfully submitted,



Bruce Greig, mcip, bcsl
Director of Planning and Building Services

Attachments:

- Appendix A – Excerpts from 2007 Housing Capacity Analysis
- Appendix B – updated Brentwood and Saanichton core capacity analysis
- Appendix C – Keating Industrial Areas
- Appendix D – OCP Section 5.2.5 “Keating Industrial / Business Area”

Administrator's Recommendation

I concur with the recommendation contained in this report.

Patrick Robins
Chief Administrative Officer

Appendix A – Capacity Locations

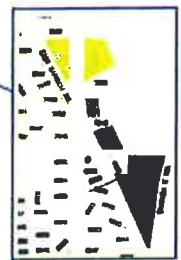
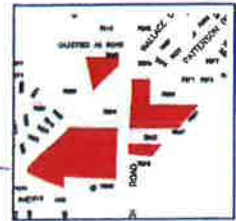
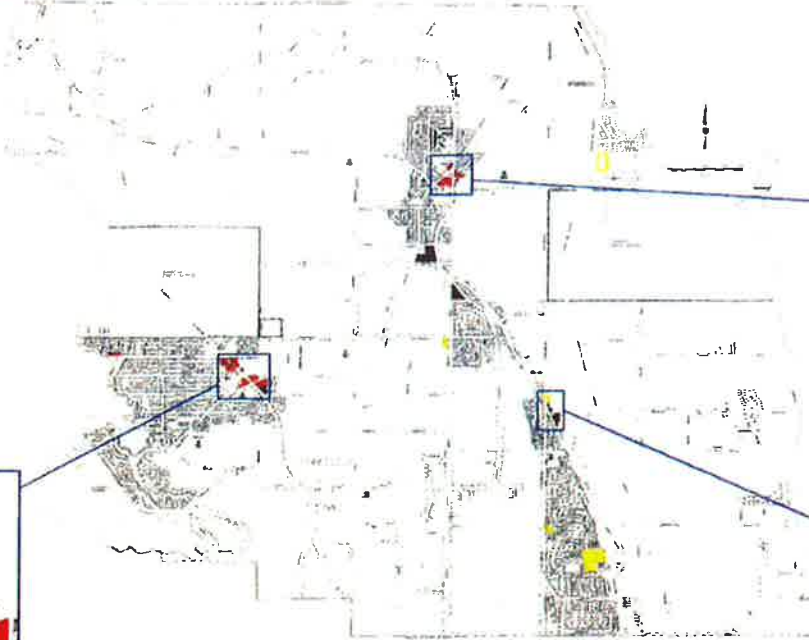
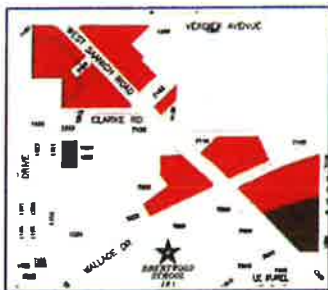
Housing Capacity Analysis - potential locations for additional housing capacity under existing zoning and 1999 OCP policy

The analysis of future housing capacity in Central Saanich was conducted by identifying all parcels within the district that were considered to be:

- i) Developed below their potential capacity under existing zoning and policy, and
- ii) Likely to redevelop over the next 5-10 years.

This analysis was done in close collaboration with District planning staff and based on their experience and knowledge of existing buildings, parcels and development trends (i.e., development constraints and opportunities) within the community.

- Mixed-use commercial/residential
- Apartment/Town-houses
- Single Family Detached Housing



* In addition, potential residential capacity on larger single family parcels (lot splits) was estimated in collaboration with District planning staff in the Brentwood Bay, Saanichton, and Keating Ridge census areas.

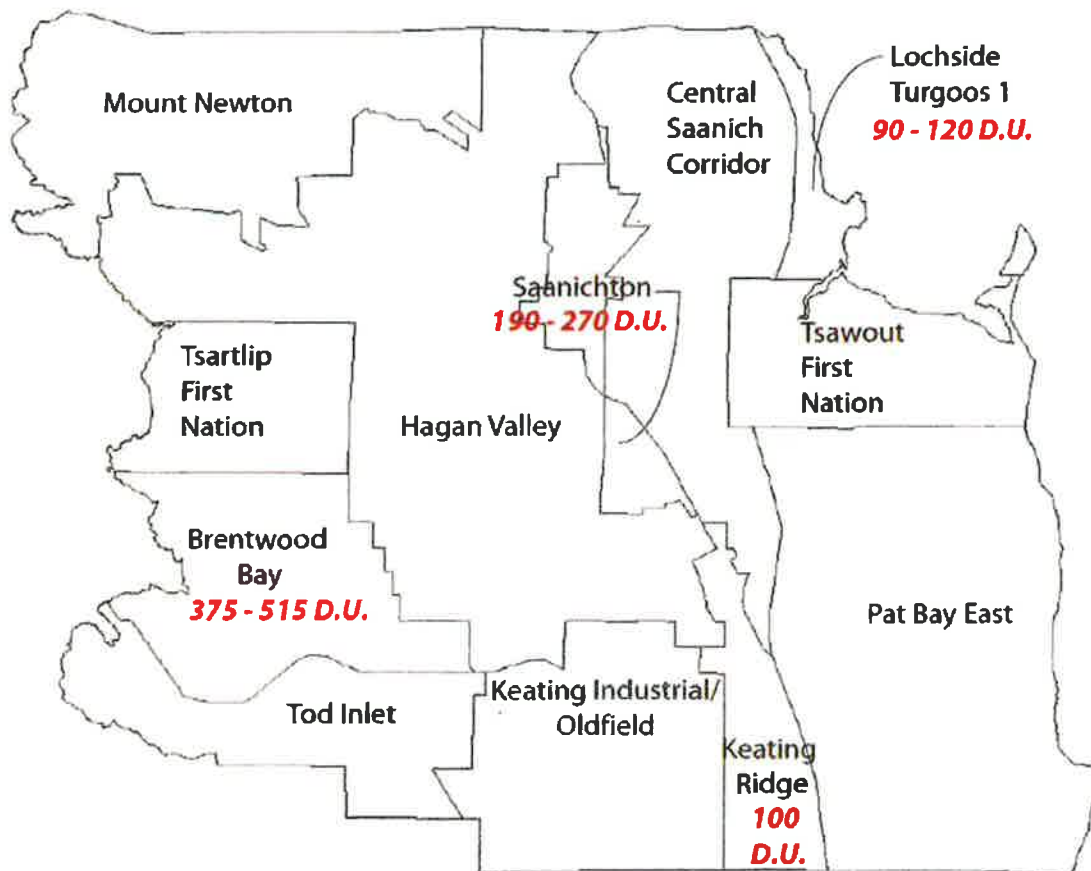
existing zoning and policy ranges from 755 - 1005 dwellings as shown in the table below.

Table 5: Estimated capacity under existing policy by local plan area and type of dwelling

	Brentwood Bay	Saanichton	Keating Ridge	Lochside/Turgoose	Central Saanich
Single Family	10	6 - 8	53		68 - 75
Town House		45 - 70	27	45 - 60	117 - 160
Apartment	35 - 75		20	45 - 60	100 - 155
Mixed use	330 - 431	139 - 194			469 - 619
All Types	375 - 515	190 - 270	100	90 - 120	755 - 1005

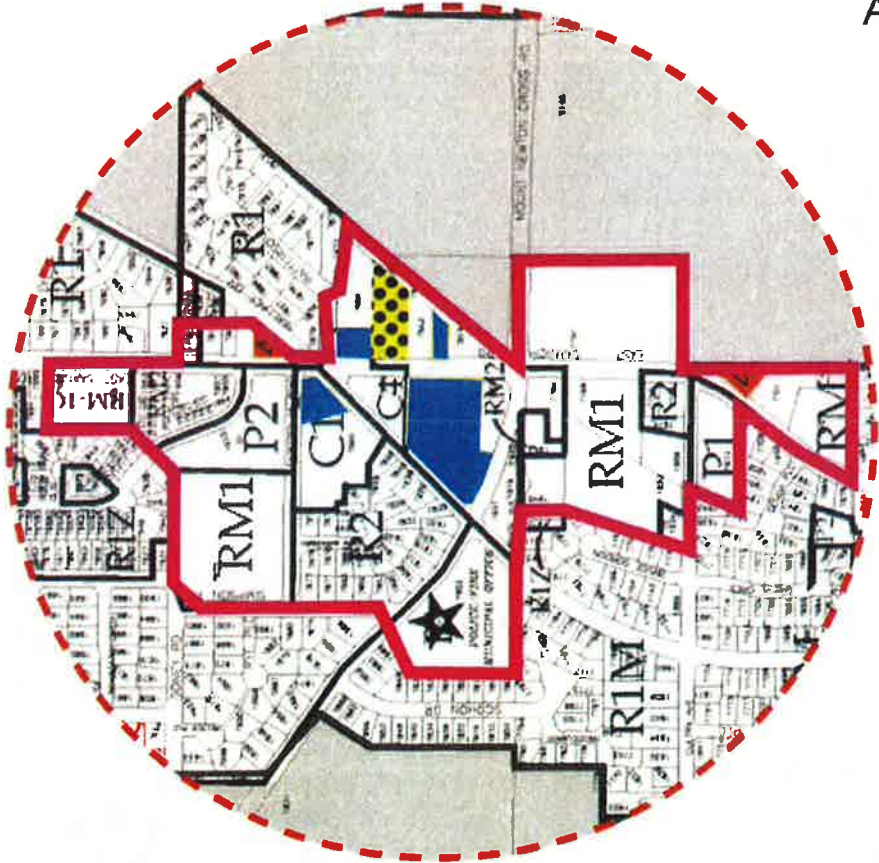
As indicated above, the majority of capacity (469 – 619 dwellings) under existing zoning and policy is for dwellings in mixed use buildings located above a commercial use. The following map shows where additional capacity under current zoning is located

Map 3: Build out capacity under existing policy by Census Area



Saanichton

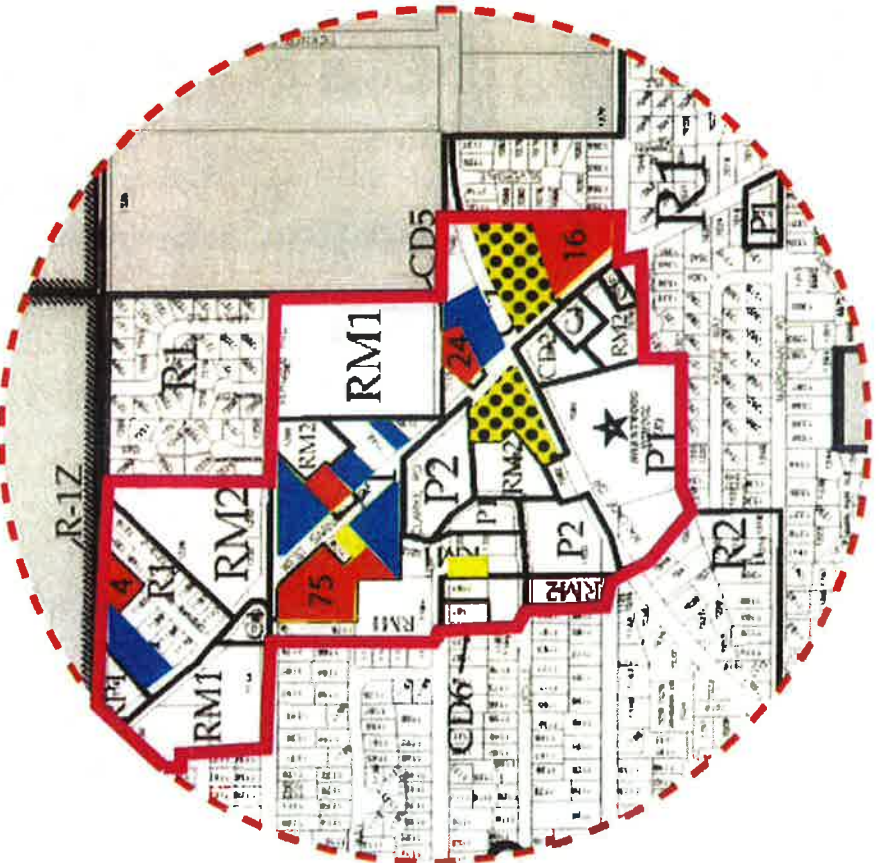
138 - 190 dwelling units



● 8 approved
● 150 potential

Brentwood

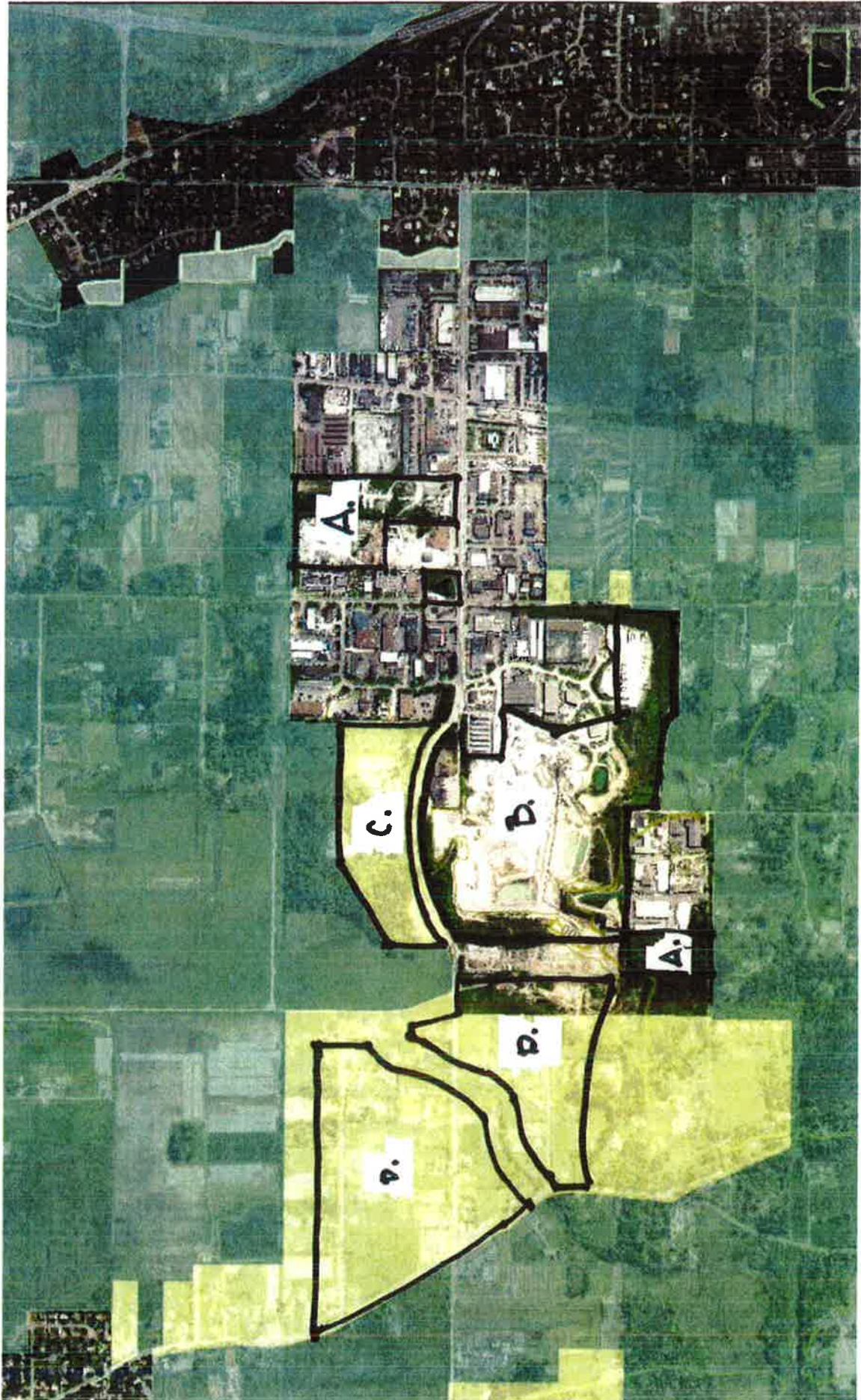
2007 analysis: 345 - 464 dwelling units



remaining capacity:
● 119 approved
● 135 potential

renovated & less likely to re-develop in near future:





- a) The use is temporary and seasonal;
- b) The use promotes or markets farm products raised, grown or processed on the farm; and
- c) The use serves to provide additional supplemental income to established legitimate farming operations.

5.2.5. Keating Industrial/Business Area

<i>Objective</i>	<i>To support development of more intensive light industrial activities in the Keating Business Park in order to provide business and job opportunities within the municipality.</i>
<i>Objective</i>	<i>To guide the transition and redevelopment of gravel extraction areas, thereby maximizing land for light industrial purposes in the Keating Business Park.</i>
Policy 1	Do not support the creation of industrial areas within the municipality outside Keating Business Park.
Policy 2	Do not expand the Keating Business Park beyond its current boundaries. Instead, encourage the intensification of existing industrial uses including the consideration of higher density, taller buildings in appropriate locations.
Policy 3	Consider permitting a limited amount of industrial work-live and office/retail mixed-use buildings on the east side of Keating business park. However, under no circumstances will residential uses be allowed on the ground floor in this area.
Policy 4	Reduced parking requirements may be considered where it can be demonstrated that parking can be effectively reduced or managed.
Policy 5	Notwithstanding policies 1 and 2 above, if a viable site were proposed, consider allowing the composting of community organic materials outside of the Keating Business Park in a way that supports agricultural uses within the District.
Policy 6	All industrial areas should be fully serviced with appropriate water and sanitary sewer services. The District may consider allowing wells and on-site sewage disposal systems for industrial uses where municipal servicing is impractical and where on-site systems receive approval from the appropriate jurisdictions governing health and the environment.
Policy 7	Ensure that industrial uses do not conflict with adjacent residential or agricultural uses by requiring appropriate screening, landscaping and setback provisions in the Land Use Bylaw and by controlling noise, dust and odour emissions, and by addressing water recharge requirements to reduce any potential conflicts.
Policy 8	Encourage the Butler pit to continue to remove gravel to allow conversion to light industrial uses or office park uses and/or agricultural industries and/or live-work mixed uses.
Policy 9	Depleted extractive areas should not be permitted to redevelop until the extractive activities have been completed within an entire planned redevelopment area. A planned redevelopment area may be a portion of an extractive area provided that all extractive activity has been completed and it can be effectively buffered from ongoing extractive activity.

- Policy 10 A comprehensive plan for the conversion of depleted extractive areas to industrial use shall be submitted to the municipality prior to rezoning or development and shall include the following information:
- a) The soil stability, hydrology and drainage of the site;
 - b) The regrading of the disturbed area to a natural and stable topography;
 - c) Internal and external access and road requirements, including assessment of any increased traffic on adjacent land uses and impact on the function of access points along the Pat Bay Highway;
 - d) Methods of buffering planned industrial uses from adjacent residential uses with respect to noise, light, and undesirable visual impacts; and
 - e) Any requirements for municipal services for water supply, sewerage systems or other services for the proposed development.
- Policy 11 Areas suitable for future gravel extraction are indicated on Map 8. The District will only give consideration to additional proposals for gravel extraction provided there is a demonstrated need in the community.

5.2.6. Home Based Employment and Live-Work

- Objective:* To support the growth of the home based business sector in Central Saanich.
- Policy 1 Consider updating the Land Use Bylaw to permit Bed & Breakfast accommodation in rural and/or residential zones where it can be demonstrated that privacy of neighbours, noise and parking can be adequately addressed.
- Policy 2 Encourage the development of live-work buildings in appropriate locations where people can live and work in the same building. This may include artist/craftsperson live-work and light industrial live-work buildings.

5.2.7. Agricultural Economy

- Objective* To support the improvement and development of the agricultural economy in Central Saanich.
- Policy 1 Support in principle the development of the diversification of the agricultural economy in Central Saanich, including such activities as farm-gate marketing, possible opportunities for agri-tourism, and beneficial use of composted organic matter. (Cross-reference Section 3, Agriculture)
- Policy 2 Encourage and support the Peninsula Agricultural Commission in investigating opportunities for agricultural diversification and other means of improving the economic well-being of agriculture.
- Policy 3 Support the retention of Agricultural Service and Support Industries, especially near to active farm areas. It is likely that other suitable areas and policies will be identified in a future Agriculture Area Plan.



Corporation of the District of Central Saanich

COMMITTEE REPORT

For Planning and Development Committee meeting on April 28th, 2014

To: Patrick Robins
Chief Administrative Officer

File: Growth Containment Servicing Policy
(2014 Strategic Priority #3)

From: Bruce Greig
Director of Planning & Building Services

Date: April 22, 2014

Re: Growth Containment and Water Servicing Policy – Rural Areas

RECOMMENDATION:

That the Planning and Development Committee recommend that Council support the following:

1. indicate support to consider an OCP amendment that would strengthen existing growth containment policy by clarifying the limits on new growth outside the Urban Settlement Area;
2. indicate support for staff to draft a Land Use Bylaw amendment to achieve the following:
 - a. reflect the limited potential for further subdivision in rural areas by adopting a single rural zone with a 4 ha minimum lot size to replace the RE-1 through RE-4 zones, consistent with existing and proposed OCP policy;
 - b. introduce the option of a Carriage House accessory dwelling on larger rural properties within the new Rural zone as an alternative to a secondary suite;
 - c. also increase the minimum lot size to 4 ha in the RE-5 zone; and,
 - d. housekeeping amendments including a new table for calculating lot coverage on parcels of varying sizes;
3. indicate support for staff to draft a revised servicing policy that would clarify and differentiate between water and sanitary sewer utility extensions.

BACKGROUND:

The 2003 CRD Regional Growth Strategy bylaw includes the following:

"Initiative 1.1 Keep Urban Settlement Compact:

Action 5: The CRD and member municipalities agree not to further extend urban sewer and water services, or increase servicing capacity to encourage growth beyond designated official community plan limits at the date of the adoption of the Regional Growth Strategy bylaw, outside the Regional Urban Containment and Servicing (RUCS) Policy Area generally described on Map 3, except to address pressing public health and environmental issues, to provide fire suppression or to service agriculture..."

Once a Regional Growth Strategy (RGS) bylaw is adopted, member municipalities must adopt a Regional Context Statement (RCS) within their Official Community Plan (OCP). The RCS lays out how the municipality, by following and implementing the policies within its OCP, will achieve the goals agreed to in the Regional Growth Strategy. The Central Saanich RCS forms section 12 of the OCP bylaw. In keeping with Action 5 of the RGS, quoted above, the Central Saanich RCS contains the following:

"Extension of water lines into rural or agricultural areas is not supported, except to address pressing public health or environmental issues, or to provide water for agricultural or fire suppression uses. Given concerns about the link between extension of sewer services into rural areas and urban development, the extension of sanitary sewer services outside the RUCSPA will only be considered in cases where public health or environmental issues associated with septic system failures cannot otherwise be resolved. Any extensions must be consistent with currently adopted Council policies for water and sewer line extension criteria."

As Council is aware, the five-year update of the RGS / development of a Regional Sustainability Strategy (RSS) is underway. Central Saanich staff have remained involved in this process to provide input and gauge the direction of this major regional planning project. The draft RSS is now expected to be presented to the CRD Planning, Transportation and Protective Services Committee in June. It is also expected that revisions will be made over the summer following the direction of the PTPSC, with a revised "engagement ready" draft to be presented to the committee in October. It is therefore expected that the CRD will be engaging municipal councils for input on the draft RSS in early 2015.

Considering possible changes to growth containment and servicing policy, in the context of the evolving RSS, was identified as strategic priority #3 in the 2014 Strategic Plan.

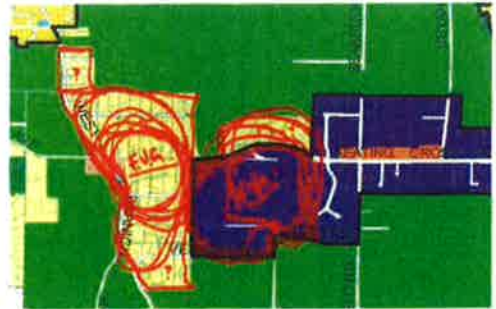
One area that has received particular attention by CRD staff, in collaboration with municipal staff, is focus on Action 5 as it relates to extension of water services outside of the RUCSPA. Analysis and debate of the effectiveness of water servicing policy as a growth containment tool has led to the conclusion that this is an area where change may be warranted. Staff have looked at the varied ways that water servicing and growth containment have been approached by rural municipalities such as Central Saanich, North Saanich, the Highlands, Metchosin and Sooke. Each municipality has taken a different approach to this policy area under the umbrella goals of the RGS.

It is expected that the draft RSS will continue to limit the extension of sewer services within urban areas but will no longer take the same approach for the extension of water services. If adopted, this would effectively separate water utility decisions from regional growth containment commitments. The District has recently completed a Water Distribution Master Plan which recommends future improvements to the municipal water distribution system. Combined with the recommendations of the recent Fire Underwriters Survey, and informed by the development of a long-term financial strategy, Council will be presented with decisions for maintaining, upgrading and expanding the water servicing network over future years. Uncoupling water servicing from growth containment policy will allow these decisions to be made solely on the basis of technical and financial feasibility, following the municipal priorities adopted by Council.

It is also expected that the RSS will raise the bar on growth containment policy to ensure that future growth is still effectively contained within designated urban areas. The Central Saanich OCP already contains policies indicating that growth will not be directed to Rural lands, and contains even stronger policies for Agricultural lands. Staff expect that more specific and clear limits on rural growth will be necessary, however, to remain consistent with the expected direction of

In April, 2013 Council passed motions to submit the following draft suggestions for input into the CRD's RGS/RSS review process:

- *Future Urban Growth and Future Industrial Growth policy areas, and specifically highlighting the Keating Industrial area and the Keating / West Saanich area as sketched out by staff.*



- *that the municipality will explore a more clear definition of a density threshold that would trigger the Future Urban Growth / Future Industrial Growth area planning and Regional Urban Containment and Servicing Policy Area boundary changes, in which case it would be considered a minor amendment and that the criteria for minor amendments be broadened to introduce flexibility into the RSS.*
- *The separation of rural servicing policy from growth management policy.*

Staff expect that the rural lands in the Keating / West Saanich area will be shown as a future growth policy area in the draft RSS, noting that future planned growth in this area could be accommodated by a minor amendment to the RSS. The proposed strengthening of Rural policies explored in this report would not negate the proposed Future Growth Policy area designation.

the RSS. This report presents options for Council to consider that, if implemented within the OCP and Land Use Bylaw, could provide a clearer picture of the long term expectation for rural lands within the District.

DISCUSSION:

OCP Policy:

Maintaining a compact pattern of development is key to the vision of the Central Saanich OCP and the Regional Growth Strategy. In the context of our existing water distribution system and the rural/agricultural land uses found in Central Saanich, however, water servicing policy is perhaps an awkward tool for containing urban growth. The agricultural and rural areas of the District are essentially built out, with existing policy focusing future growth within the Urban Settlement Area. Strengthening existing municipal policies may be necessary to demonstrate, in the context of the RSS, that growth will remain contained. On the other hand, a clearer and stronger set of growth containment policies may enable municipal water servicing decisions to be made outside of the context of regional growth.

While the OCP policies for agricultural lands are quite strong (see sidebar to the right), the parallel policies for rural lands are less so (see sidebar on next page). Compare policy 3.2.1(4) "further subdivision of agricultural lands is not supported..." with the language of policy 3.3.1(2) "discourage subdivision or development of rural lands". The agricultural policies have been effective over the years in limiting the subdivision of farm properties to a few exceptional cases. It is likely that municipalities will need to more clearly demonstrate how all rural¹ areas are to be protected from urban growth, in light of the updated RSS. Staff recommend that adopting rural

excerpts from OCP Bylaw No. 1600:

"3.2.1. Preserving Agricultural Land

Objective: To preserve lands with potential for agricultural production and to protect these areas from incompatible land uses.

Policy 1: Areas designated as Agriculture on Schedule A, Land Use Plan will be retained for agricultural uses over the long-term regardless of any changes that may be made by the Provincial Government with respect to the Agricultural Land Reserve.

Policy 2: Applications for exclusion of lands from the Agriculture Land Reserve will not be supported by the District.

Policy 3: Support the B.C. Agricultural Land Commission objective of retaining agricultural lands and consolidating them in large parcels to maintain their viability for agricultural use and further support consolidation of farmland.

Policy 4: Further subdivision of agricultural lands is not supported. Amend the Land Use Bylaw to remove the distinction between A1 and A2 zones and increase minimum lot area to 20 hectares. Over 50% of the farms in Central Saanich are under 4 hectares, and while the District endeavours to protect larger lot sizes, it fully recognizes the contribution and viability of all sizes of farms in its jurisdiction."

¹ In the Central Saanich OCP Bylaw, "agricultural" refers to farm land within the ALR while "rural" refers to lands outside of the Urban Settlement Area but not designated in the ALR. In the RGS "rural" refers to both farm land and other non-urban lands.

growth containment policies within the OCP, similar to those already in effect for agricultural lands, would be an appropriate and supportable approach.

Should Council support this policy direction, staff would also prepare a draft of a revised servicing policy to reflect the proposed changes.

Water Infrastructure:

Municipal water infrastructure serves many purposes, not just to support urban development. The water distribution system already extends outside of the Urban Settlement Area / RUCSPA boundary. Water services have been extended into agricultural and rural areas at different times in the past, largely prior to the 2003 adoption of the RGS, for irrigation, fire suppression and domestic uses (see Appendix 'A').

excerpts from OCP Bylaw No. 1600:

“3.3.1. Rural Character

Objective: To preserve rural lands for rural purposes rather than being considered as a reserve for future residential, commercial or industrial uses.

Policy 1: The areas designated as Rural on Schedule A, Land Use Plan are intended to be retained for rural residential and agricultural uses over the long-term.

Policy 2: Support agricultural uses on rural lands where possible and discourage subdivision or development of rural lands.

Policy 3: Support the inclusion of any agriculturally viable rural land into the ALR.

Policy 4: Support any consolidation of rural designated parcels with agricultural parcels for the benefit of farm units and agricultural uses.”

The Water Distribution Master Plan assessed the municipal water system, identifies areas of deficiency and recommends priority areas for replacement and upgrades. The Fire Underwriters Survey also identifies areas in Central Saanich where additional water availability would improve the level of fire protection. These infrastructure projects, if implemented, all carry substantial costs. Funding for such projects would be approved by Council via future annual budgets and the Five Year Financial Plan. This year Council has identified long term financial planning as a priority; that work will provide further insight into the priorities for municipal investment in infrastructure including the water distribution system.

The upgrade and replacement of aging infrastructure is more viable when the infrastructure is able to be fully utilized. This is NOT to suggest that creating additional lots and density can be justified in rural areas as a means to increase funding for existing or new infrastructure. If urban development is truly contained in urban areas, however, municipal policy might allow existing rural and agricultural properties to be served with existing or newly installed water services. This, in turn, could provide better support for the system both operationally (increasing the number and type of water users can even out flows and reduce operational costs) and financially (increasing the number of customers supporting a given area of infrastructure). A predictable pattern of connection also allows the municipality to accurately consider the expected demand on services and apportion costs fairly. The historic practice has been to require the applicant to pay for the full cost of any proposed extension; for agricultural extensions in particular, this may place a larger burden on a property owner than is necessary.

Rural zoning:

A revised OCP policy under section 3.3.1 might state that further subdivision of rural lands is not supported and that the zoning will maintain a minimum lot area of 4 hectares (10 acres) for subdivision of rural properties. This could be paired with a Land Use Bylaw amendment to effect this change within the zoning for the Rural Estate 1 through 5 designated properties. Four hectares is the current minimum lot area within the RE-1 zone. Note that little subdivision potential exists for Rural Estate properties under existing zoning. Only a small handful of properties are sufficiently large to meet the current minimum lot area requirements; of these, some are already developed in ways that make further subdivision unlikely. For other properties it would prove challenging to provide adequate access, on-site septic disposal and protection of sensitive ecosystems while creating new lots. The District has seen some speculation, however, around the potential to re-zone to allow smaller Rural Estate lots. A revised policy could lessen this speculation, consistent with the intent of the existing OCP bylaw.

If a revision to lot size is being considered for the rural estate zoning designations, Council might consider other changes concurrently. Most notably, there has been discussion of whether carriage house dwellings would be an appropriate land use within the larger rural zones. The RE-1 through RE-4 zones currently permit secondary suites as an accessory use to a main single family residential use. Allowing either a secondary suite or a carriage house on these rural properties would not increase the allowable density, just shift the allowable location of the second dwelling from the main house to a detached building. On larger rural properties, where generous lot sizes reduce the potential for impacting neighbours, this use would be expected to have little noticeable impact on existing neighbourhoods. As with secondary suites, a building permit would be necessary for new construction or to legalize an existing non-conforming carriage house. The building permit process would ensure that the minimum health and safety standards of the BC Building Code are met for these dwellings.

Staff have received numerous inquiries about the permissibility of a carriage house instead of an attached secondary suite on rural properties. It is likely that many rural property owners would appreciate the option of having a carriage house instead of a secondary suite. This could add some diversity to the housing stock within the municipality; as with secondary suites, the carriage house would remain on one title and could not be subdivided from the main property. The zoning could be drafted to include an appropriate size, height and setbacks for a carriage house use to limit the potential to impact neighbours. Given that a number of smaller lots exist in rural areas (most created decades ago), the zoning might stipulate a minimum lot size to qualify for the carriage house use, or increased setbacks from property boundaries.

Some housekeeping amendments might also be incorporated into a Land Use Bylaw amendment for the Rural Estate zones. Without changing the allowable lot coverage from what is in place today, a clearer table of lot coverage based on parcel area could be considered. Currently many smaller rural lots must use a formula to determine the allowable lot coverage; staff have found this to be a

source of confusion for land owners, builders and designers.

CONCLUSION and PROCESS:

As the District develops a clearer picture of its long term financial balance, it would be an advantage for water servicing decisions to be separated from growth management policies. To achieve this, it may be timely for Council to consider clarifying and strengthening the District's growth containment policies as they affect rural lands. Should Council support further exploration of this policy direction, staff recommend that additional changes be considered within the zoning for rural lands, including the option of a carriage house accessory dwelling and housekeeping amendments. If Council is supportive of this approach, draft bylaw amendments would be developed for consideration at a future Planning and Development Committee meeting, along with recommendations for a process of public consultation. Staff also recommend that this report be forwarded to the Advisory Planning Commission for discussion and comment.

Respectfully submitted,



Bruce Greig, mcip, bcsla
Director of Planning & Building Services

I concur with the recommendation contained in this report.


Rosalyn Tanner
Director of Finance

I concur with the recommendation contained in this report.

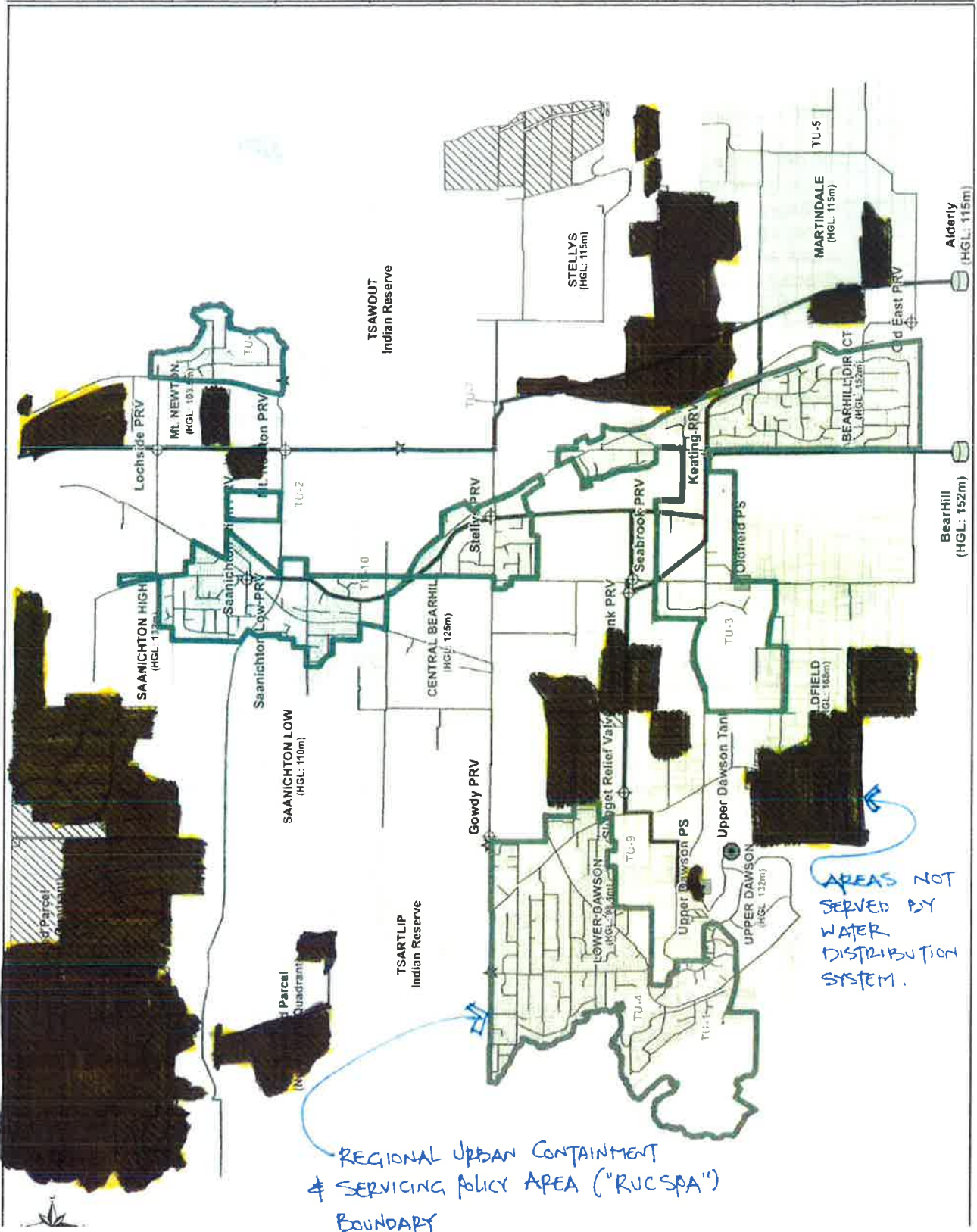

David McAllister
Municipal Engineer

*Administrator's Recommendation:
I concur with the recommendation contained in this report.*


Patrick Robins
Chief Administrative Officer

Attachments:

Appendix 'A' – excerpt from Water Master Plan showing existing water service infrastructure, modified to indicate Urban Settlement Area boundary.



[REDACTED]
From: Sonia Santarossa
Sent: Monday, April 27, 2015 3:52 PM
To: Paula Steele; Sheila Norton
Subject: Fwd: CRD - RSS - please include with public correspondence.

Sent from my Samsung device

----- Original message -----

From: CRD Chair [REDACTED]
Date: 04-27-2015 3:17 PM (GMT-08:00)
To: Sonia Santarossa [REDACTED]
Subject: FW: CRD - RSS - please include with public correspondence.

From: [REDACTED]
Sent: Monday, April 27, 2015 1:59 PM
To: CRD Chair; CRD Sustainability
Cc: Gary Holman.MLA
Subject: CRD - RSS - please include with public correspondence.

Good afternoon,

Further to my earlier correspondence, I am sending you additional documentation for your information, and for inclusion in the discussions of the CRD Regional Sustainability Strategy. Please include this within the public feedback on the RSS and please advise when I may speak to my correspondence at the CRD meeting.

Thank you,

[REDACTED]

----- Forwarded message -----

From: Ryan Windsor [REDACTED]
Date: Wed, Nov 12, 2014 at 6:43 AM
Subject: Re: It's (apparently) not easy being green.
To: [REDACTED]

[REDACTED]

Your decision to send this out in this form unfortunately is compromising my strategy. Our procedures bylaw allows members who voted in favour to bring back items for reconsideration. I am awaiting the outcome of the election to see if the next council will be more moderate allowing me to bring it back for reconsideration if I am elected.

You might consider that had I voted against the decision would have been 4 in favour to 3 opposed. It would have proceeded as such and I would have less ability to act effectively on doing anything about it.

Ryan

[REDACTED]
[REDACTED]
[REDACTED]

On Nov 11, 2014, at 8:50 PM, [REDACTED] wrote:

Good evening Ryan,

I have already registered my disappointment with Council's decision to bring forward to the CRD RSS process the attached major amendment to our Urban Containment Boundaries, without any public consultation.

As I noted in my correspondence to Council, this move is a very large departure from our OCP, and the proposed new urban/industrial lands are in an area where residents have stated numerous times over the span of many decades that they do not want this land to be developed via urbanization or industrialization. I also note that this major change is being done in rather a "cart-before-the-horse" fashion, as it attempts to create a defacto change to the OCP, via sneaking the district-level change in the back door through the regional RSS revision process. In so doing, it avoids public process in Central Saanich - where the residents will be affected - and defers public process and criticism to the CRD level - where it has already been rejected. I won't ask at this point why Council seems to feel that it is appropriate to include plans to pave an area of arable farmland in a sustainability strategy.

You will recall that the CRD also recently rejected a proposal to urbanize this very same area. As noted in my correspondence to Council and as has been stated many times on the record throughout the lengthy debate on this issue - this land is arable land, with better quality soil than in many parts of Canada. As such, it makes no sense whatsoever to pave over it, should one wish to ensure that future generations wish to have future food security, or make their own viable land use planning decisions.

Please explain why you voted in favour of putting this proposal forward to the CRD - particularly in light of the fact that you recently - on September 7th, 2014 - took the Chef's survival challenge pledge, and stated inter alia: *"As an elected official, I pledge to support protection of the Capital Region's supply of arable land in decisions on land use and Agricultural Land Reserve exclusions, municipally and regionally."* (movie attached)

I have attached a photograph of the arable land that you just voted to move forward plans to urbanize or industrialize.

To me, this vote was wrong not simply because paving farmland doesn't make sense. It is also an enormous departure from our OCP; was conducted at the last meeting of this Council; and was done with no public consultation. Our OCP goes back to the 1970's, and reflects decades of careful thought, planning, and democratic process. As such, I think citizens deserve more thoughtful consultation before Councils attempt to throw away such important fundamentals of our OCP as our Urban Containment Boundaries - especially in the "bread basket" of the island.

Before the election, please explain to everyone: why did you vote in favour of this motion?

I await your response. Thank you for your time.

Yours truly,

[REDACTED]

--

[REDACTED]

[REDACTED]

[REDACTED]

<2011-06-23-KeatingWestSaanichLands.jpg>

<Page 14 to 52 Nov 10 last council.pdf>

<Chef Challenge 2014-RyanWindsorPledge-Desktop.m4v>





The Corporation of the District of Central Saanich

COUNCIL REPORT

For Special Council meeting on November 10th, 2014

To: Patrick Robins
Chief Administrative Officer

File: RSS

From: Bruce Greig
Director of Planning & Building Services

Priority:	<input checked="" type="checkbox"/>	strategic
	<input type="checkbox"/>	operational

Date: November 4th, 2014

Re: Regional Sustainability Strategy (RSS) update & refinement of draft Future Growth Area (FGA)

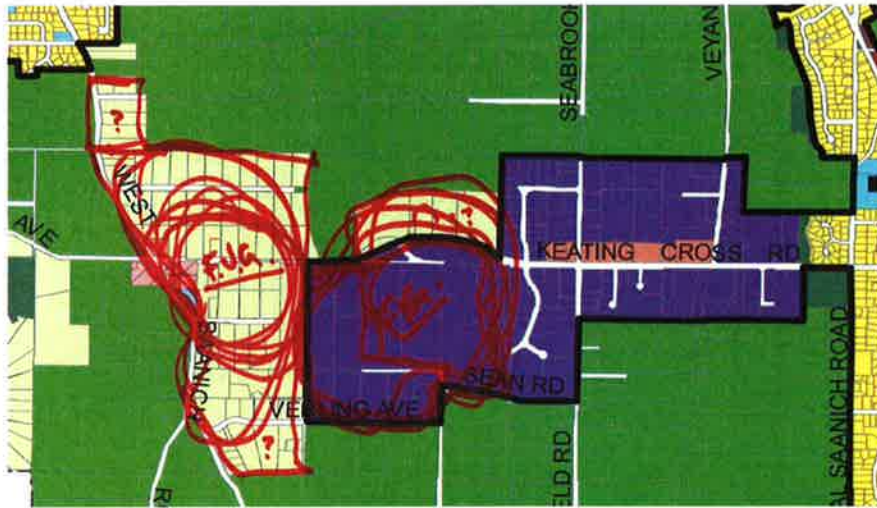
RECOMMENDATIONS:

That Council:

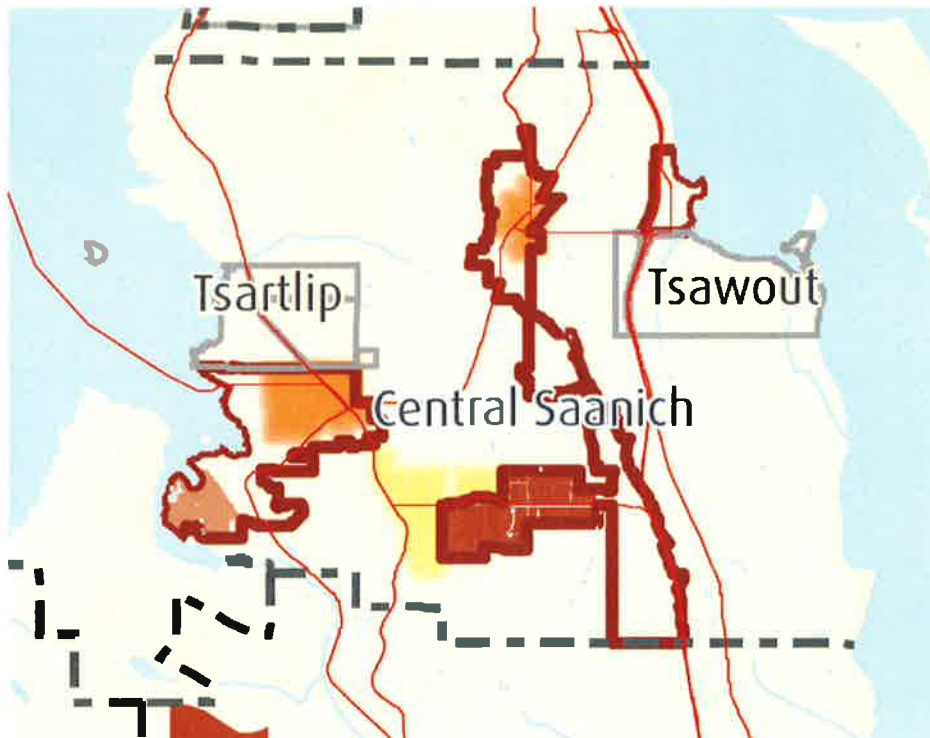
- 1) recommend to the CRD that the draft RSS definition of the Future Growth Area land use designation could be revised to more clearly reflect the intent for these areas to support future economic and industrial growth, contiguous to existing serviced industrial lands, and that housing (particularly workforce housing) may be part of the land use mix - but that the FGA is not intended to be an area designated for just residential use; and,
- 2) support refining the area shown as Future Growth Area in the draft RSS to remove the two areas on the north and south ends as shown on Appendix B to the staff memo dated November 4th, 2014.

BACKGROUND:

- September 2012: Council motions (506.12 & 507.12) indicating interest to accommodate some form of future development in the Keating / West Saanich area for consideration in the planning process for the Regional Sustainability Strategy (RSS);
- April 2013: Council endorsed input of Future Industrial Growth / Future Urban Growth Policy Area concept to the RSS process;



- June 2013: Council endorsed prioritized stages of future development and growth management – adding detail and context to the Future Growth Area concept, for input to the RSS (see Appendix 'F');
- April 2014: Council endorsed support to consider amending the OCP and Land Use Bylaw to strengthen existing growth containment policy by clarifying the limits on new growth outside the Urban Settlement Area / RUCSPA in the context of water servicing policy (see Appendix 'G'). Staff continue to work on these draft amendments, which will be brought forward to Council in early 2015;
- June 2014: draft RSS (including FGA shown as yellow area west of Keating on map below) presented to CRD Board. The Board provided direction for revisions to take place over the summer, but did not provide specific comment on the FGA;



- October 22, 2014: revised draft RSS (still including FGA shown west of Keating) presented to CRD Board. This time, comments for refinement include the following:
 - concept of “Future Growth Areas” is antithetical to the intent of managing growth; and,
 - consider whether Future Growth Area policy language goes against the intent of the RUCSPA / RGS.

Subsequently, CRD staff and Central Saanich staff have discussed the questions or concerns raised by some CRD Board members, and whether the comments reflect a complete understanding of the growth management context for this area in Central Saanich.

Note that no FGA areas are shown in the draft RSS anywhere in the region outside of Central Saanich; the FGA area is currently mapped as those rural lands generally north and west of the Keating industrial area (See Appendix ‘A’).

DISCUSSION:

The current draft RSS includes the following description in Part 3: Regional Land Use Policy Areas:

“Future Growth Area:

This land use policy area includes lands identified to accommodate future population and employment growth and intended to have full urban services (water and sewer) and infrastructure. Future Growth Areas may be re-designated as GCA in Map 4: Growth Containment Area subject to approval of a Minor Amendment to the RSS in accordance with the provisions of Part 4, Type 3 Minor Amendments.”

Staff suggest that the description in Part 3 of the RSS could be changed as follows to clarify the intent of this designation:

“Future Growth Area:

This land use policy area includes lands identified to accommodate future general employment and/or industrial growth in areas contiguous with existing serviced industrial lands. Future Growth Areas are not intended primarily for residential purposes but may include housing (particularly workforce housing) in mixed-use developments or areas. Future Growth Areas are intended to have full urban services (water and sewer) and infrastructure. Future Growth Areas may be re-designated as GCA in Map 4: Growth Containment Area subject to approval of a Minor Amendment to the RSS in accordance with the provisions of Part 4, Type 3 Minor Amendments.”

In addition, some physical constraints limit the potential for future development in the

overall Keating / West Saanich area, most notably the steep slopes north of Verling Avenue. Without the benefit of a process of site planning and public consultation, the entire area has been earmarked as FGA – with the expectation that future land use planning processes (leading to OCP amendment, rezoning, etc.) would then define the appropriate developable portions within the broader area.

Even without detailed analysis, some refinement of the area shown as FGA could achieve the same intent while lessening concerns over the scale of potential future growth. Council may wish to consider providing input to the CRD endorsing refinement of the FGA to remove the following areas, as shown in Appendix 'B':

1. the rural lands north of Verling Avenue and south of the alignment of Sean Heights. This land is largely within an area of steep slopes shown on OCP Map 6: Development Constraints (see Appendix 'C'); and,
2. the string of properties fronting West Saanich Road just south of Brentwood Bay and north of Carriage Lane (see Appendix 'D'). This gateway to the Brentwood Bay village is not seen as a likely candidate for future industrial/commercial mixed-use redevelopment, as it is a narrow strip of rural land bounded by ALR to the east and west. A major re-development of this strip would also significantly alter the character of the southern entrance to the Brentwood Bay village, and would likely be faced with some community opposition.

CONCLUSION:

The CRD Board directed that further work on the RSS proceed according to the work plan attached in Appendix 'E'. Input on changes to the draft RSS that are provided to the CRD by November 14th, 2014 can be incorporated into the draft that is to be circulated for public engagement in early 2015.

Staff recommend that this report and the changes noted above be submitted to the CRD as suggested revisions to the draft RSS as it is further refined for public engagement in 2015.

Respectfully submitted,



Bruce Greig, mcip, bcsla
Director of Planning & Building Services

Administrator's Recommendation:
***I concur with the recommendation
contained in this report.***

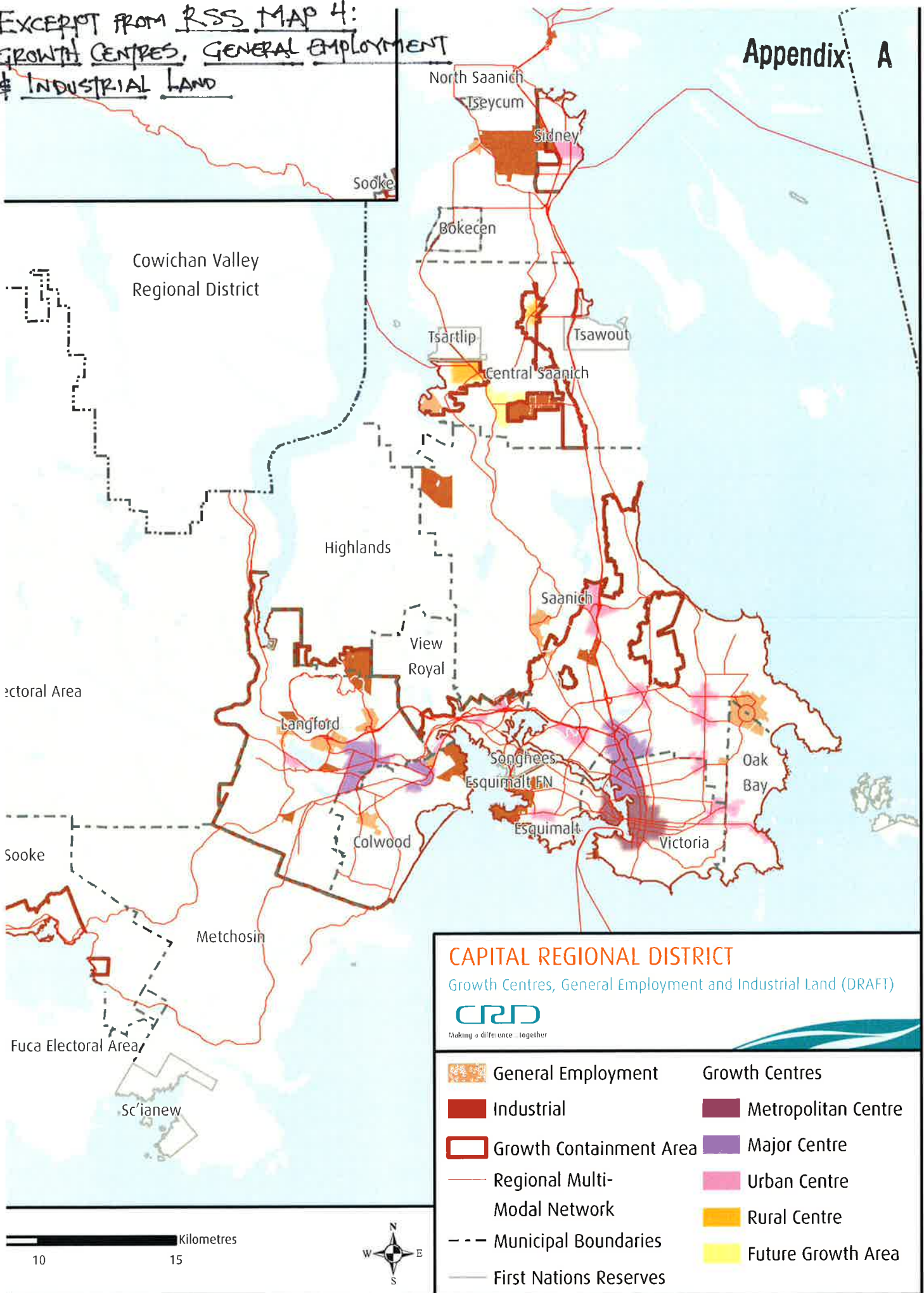


Patrick Robins
Chief Administrative Officer

Attachments:

- Appendix 'A' – excerpt from RSS map 4
- Appendix 'B' – proposed revisions to Future Growth Area in draft RSS
- Appendix 'C' - area of steep slopes north of Verling Avenue
- Appendix 'D' - area on West Saanich Road near south entrance to Brentwood Bay village
- Appendix 'E' - RSS work plan
- Appendix 'F' - staff memo dated June 5, 2013 provided as input to CRD
- Appendix 'G' - staff memo dated April 22, 2014 re: Growth Containment and Water Servicing Policy - Rural Areas

EXCEPT FROM RSS MAP 4:
GROWTH CENTRES, GENERAL EMPLOYMENT
& INDUSTRIAL LAND



CAPITAL REGIONAL DISTRICT

Growth Centres, General Employment and Industrial Land (DRAFT)



Making a difference together

- | | |
|------------------------------|---------------------|
| General Employment | Growth Centres |
| Industrial | Metropolitan Centre |
| Growth Containment Area | Major Centre |
| Regional Multi-Modal Network | Urban Centre |
| Municipal Boundaries | Rural Centre |
| First Nations Reserves | Future Growth Area |

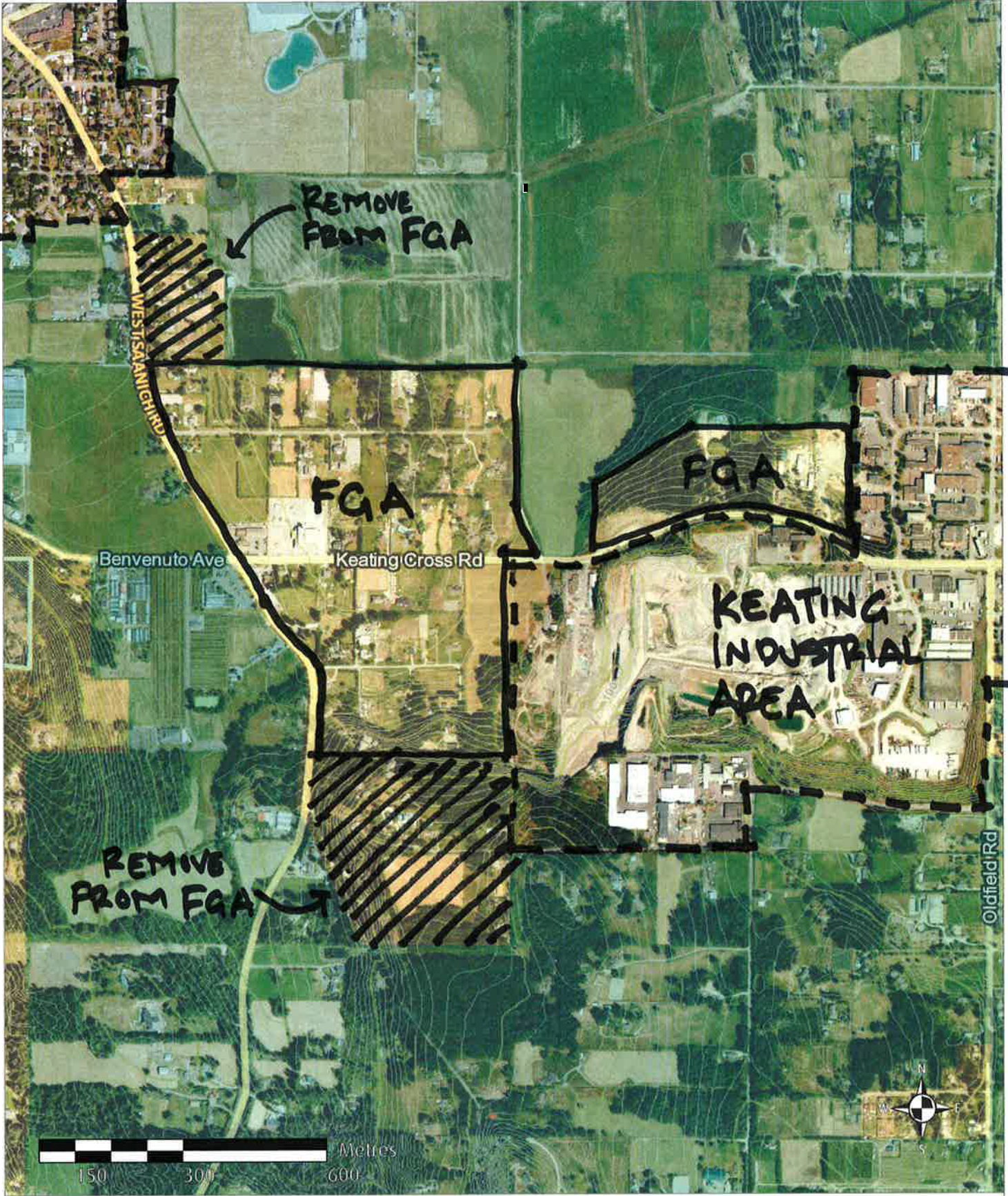
10 15 Kilometres



RUCSPA →

PROPOSED: REVISED "FUTURE GROWTH AREA" DESIGNATION IN DRAFT RSS.

Appendix B



RUCSPA →

Important

This map is for general information purposes only. The Capital Regional District (CRD) makes no representations or warranties regarding the accuracy or completeness of this map or the suitability of the map for any purpose. This map is not for navigation. The CRD will not be liable for any damage, loss or injury resulting from the use of the map or information on the map and the map may be changed by the CRD at any time.

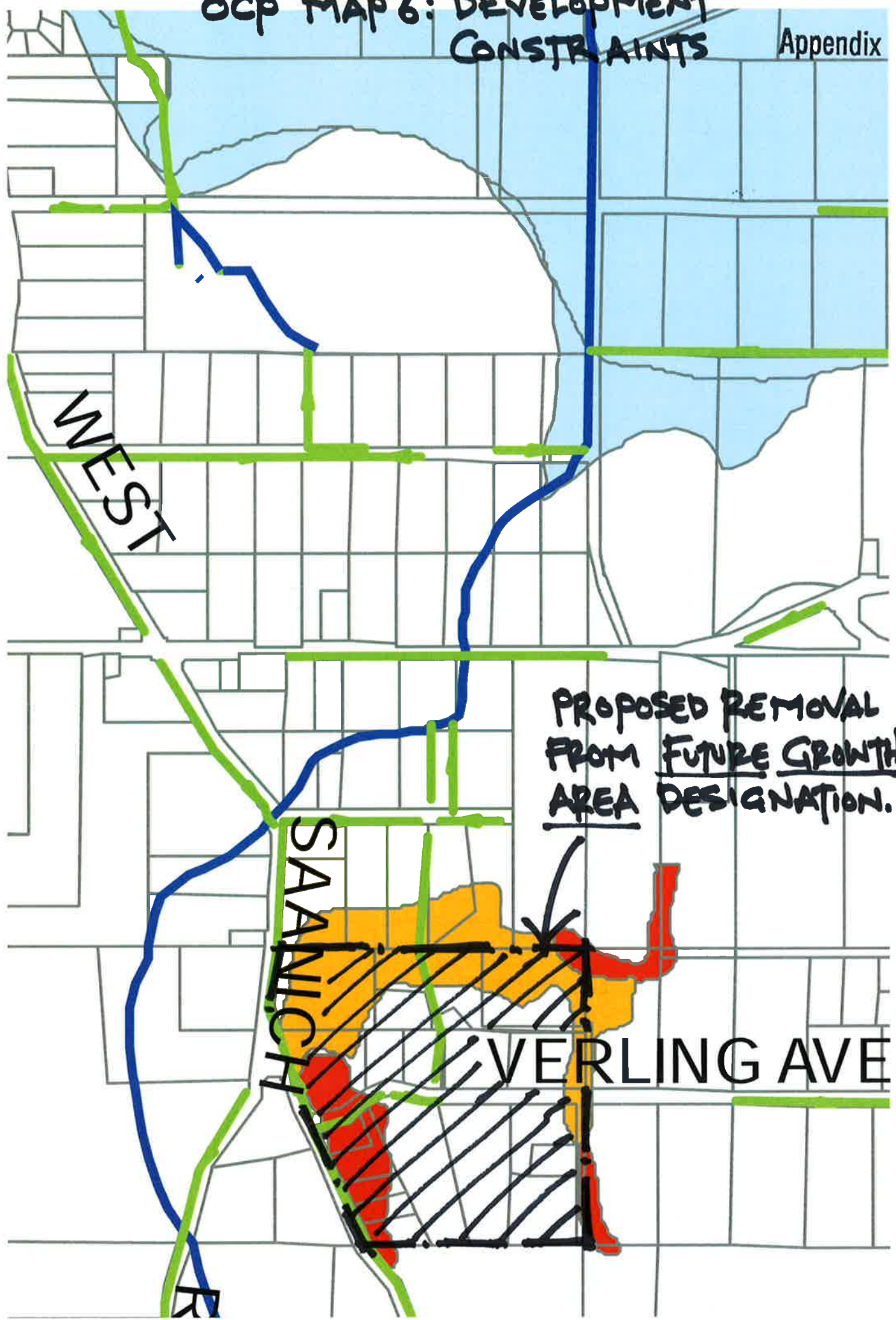
Intramap 2.0
 Capital Regional District
 gis@crd.bc.ca
 http://www.crd.bc.ca



OCP MAP 6: DEVELOPMENT CONSTRAINTS

Appendix

C

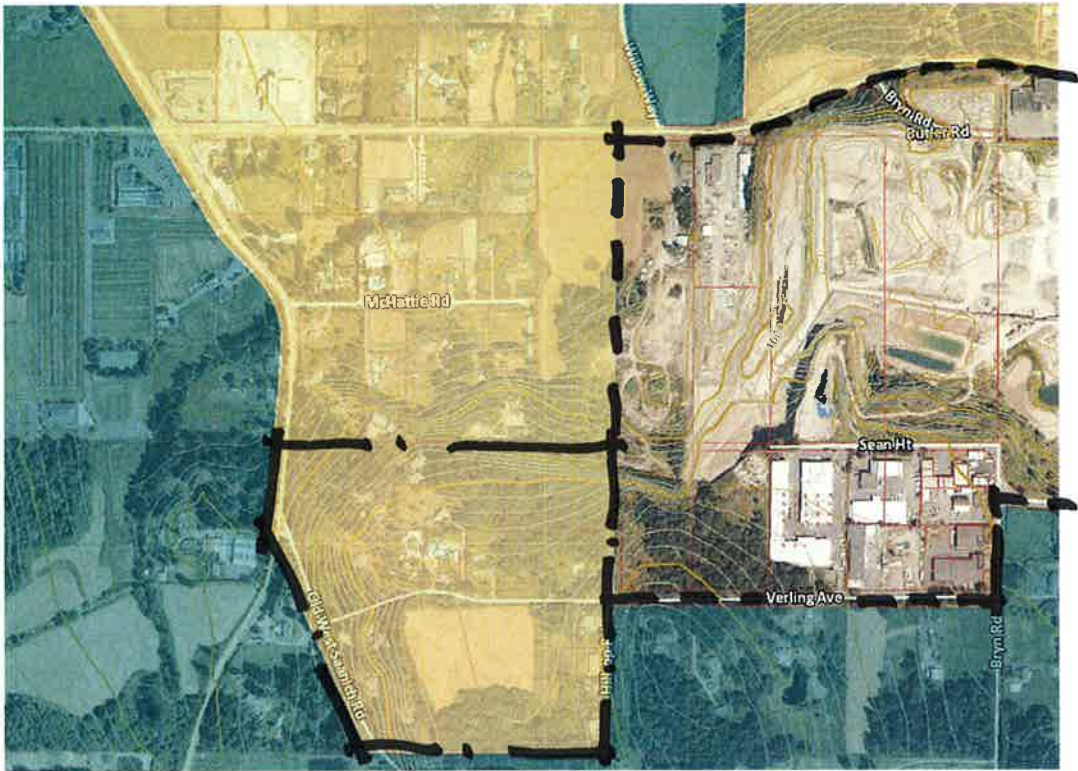


**PROPOSED REMOVAL
FROM FUTURE GROWTH
AREA DESIGNATION.**

WEST

SAANICH

VERLING AVE



RUCSPA boundary.



Important

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Intramap 2.0

Capital Regional District
 gis@crd.bc.ca
 http://www.crd.bc.ca



Attachment 3: RSS Work Plan

2014 Initiatives			
Date	Task	Purpose	Audience
October - November	Present Draft RSS to CoW Model transportation and greenhouse gas (GHG) emissions Engage with interested First Nations communities on the regional planning process (ongoing)	Obtain direction regarding next steps on RSS content and process Inform the evaluation process Build relationships with First Nations communities	CoW First Nations
November - December	Review modelling results; consider implications of key informant and stakeholder input Revise draft RSS in response to CoW direction and develop online engagement tool	Prepare for local government, stakeholder and general public input in 2015	Potential for another IAC/DPAC/SRT meeting

2015 Initiatives			
Date	Task	Purpose	Audience
January	Promote the online engagement tool	Generate public interest and participation	Stakeholders and public
	Launch online engagement tool	Obtain feedback on draft document	Stakeholders and general public
	Stakeholders workshop	Obtain feedback on draft document	RTE, ROM, and other key stakeholders
February - March	Engage local governments	Receive input on draft RSS	Individual Councils
	Facilitate IAC/DPAC/SRT review of input	Obtain stakeholder feedback on proposed changes	IAC/DPAC/SRT
March - April	Revise RSS based on stakeholder and general public feedback	Prepare adoption-ready RSS	
Spring	Submit report to CRD Board	Obtain direction for content of final document	CRD Board
June	Submit report to CRD Board	Obtain first and second readings	CRD Board
August	Hold public hearing	Provide for public feedback on final	Public

2015 Initiatives			
		document	
September-October	Report results of public hearing	Fulfill public hearing procedural requirements	CoW
	Refer the Bylaw	Fulfill LGA requirements Obtain acceptance of proposed RSS	Affected governments, including adjoining regional districts, and Minister of Community, Sport & Cultural Development (or facilitator, if appointed)
November	Adopt RSS Bylaw	Replace the 2003 RGS	CRD Board



The Corporation of the District of Central Saanich

June 19, 2013

Marg Misek-Evans, Senior Manager
 Planning and Protective Services | Regional Planning
 Capital Regional District
 625 Fisgard Street
 Victoria, BC V8W 2S6

Dear Ms. Evans:

Re: CRD Regional Growth / Regional Sustainability Strategy Review

At the Regular Council Meeting held June 17, 2013, Council considered a staff report entitled "Update on Central Saanich OCP growth management policies & input into the Regional Sustainability Strategy (RSS)" and resolved as follows:

That the Staff Memorandum dated June 5, 2013, from the Director of Planning and Building Services entitled "Update on Central Saanich OCP Growth Management Policies & Input Into the Regional Sustainability Strategy (RSS) Next Steps" be received, and Council:

1. *endorse the following order of priorities to clarify the District's approach to development and growth management boundaries, in the context of the Central Saanich OCP Bylaw and regional growth management policies:*
 - a) *continue to encourage and support the re-development and densification of the core of the Brentwood Bay and Saanichton villages;*
 - b) *encourage and support more intensive use of under-developed Industrial lands in the Keating Business Park;*
 - c) *give consideration to proposals that would add residential uses within mixed-use development on existing Industrial lands, subject to ensuring that commercial uses are not limited by the addition of any residential uses;*
 - d) *encourage and support the conversion of existing gravel Extraction Industrial (I-2) lands and consider mixed-use industrial / commercial / residential development to accommodate an appropriately high density of people and jobs in this area; and,*
 - e) *once plans for re-development of depleted gravel extraction areas are clear, then consider (at the initiative of land owners) expanding the area of designated Industrial lands – and the Urban Settlement Area boundary – to non-ALR sites that are contiguous with the developed industrial area, where such expansion can provide adequate buffering of farm land and riparian areas; and,*

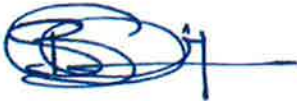
1903 Mount Newton Cross Road, Saanichton, B.C. V8M 2A9

Phone: (250) 652-4444 Fax: (250) 652-0135

2. *with respect to a preferred process for public consultation on the above priorities and on the analysis presented in this report, staff be directed to provide recommendations on the options for public consultation once a draft RSS is prepared and provide Council with what OCP amendments may be required and consistent with the draft RSS and to further provide costs associated with the public consultation options;*
 3. *direct Staff to provide the analysis and conclusions of this report as input into the development of the Regional Sustainability Strategy (RSS); and,*
 4. *direct Staff, once the draft RSS has been prepared, to report back to Council on implications for Municipal land use and transportation planning, and what amendments to the OCP may be warranted to ensure the Central Saanich OCP Bylaw aligns with the Regional Sustainability Strategy.*
- CARRIED UNANIMOUSLY**

If you have any questions in this regard, please do not hesitate to email the undersigned at bruce.greig@csaanich.ca or call 250-544-4214.

Sincerely,



Bruce Greig, mcip, bcsla
Director of Planning and Building Services

att.

- C. Patrick Robins, Chief Administrative Officer
Susan Palmer, Sr. Project Coordinator, CRD



The Corporation of the District of Central Saanich

MEMORANDUM

To: Patrick Robins, Administrator (for the Planning & Development Committee)

From: Bruce Greig, Director of Planning and Building Services

Date: June 5th, 2013

Subject: **Update on Central Saanich OCP growth management policies & input into the Regional Sustainability Strategy (RSS) next steps**

Recommendation:

A.) that Council receive this report and endorse the following order of priorities to clarify the District's approach to development and growth management boundaries, in the context of the Central Saanich OCP bylaw and regional growth management policies:

1. continue to encourage and support the re-development and densification of the core of the Brentwood Bay and Saanichton villages;
2. encourage and support more intensive use of under-developed Industrial lands in the Keating Business Park;
3. give consideration to proposals that would add residential uses within mixed-use development on existing Industrial lands, subject to ensuring that commercial uses are not limited by the addition of any residential uses;
4. encourage and support the conversion of existing gravel Extraction Industrial (I-2) lands and consider mixed-use industrial/commercial/residential development to accommodate an appropriately high density of people and jobs in this area; and,
5. once plans for re-development of depleted gravel extraction areas are clear, then consider (at the initiative of land owners) expanding the area of designated Industrial lands - and the Urban Settlement Area boundary - to non-ALR sites that are contiguous with the developed industrial area, where such expansion can provide adequate buffering of farm land and riparian areas.

B.) that Council indicate a preferred process for public consultation on the above priorities and on the analysis presented in this report;

C.) that Council direct staff to provide the analysis and conclusions of this report as input into the development of the Regional Sustainability Strategy (RSS); and,

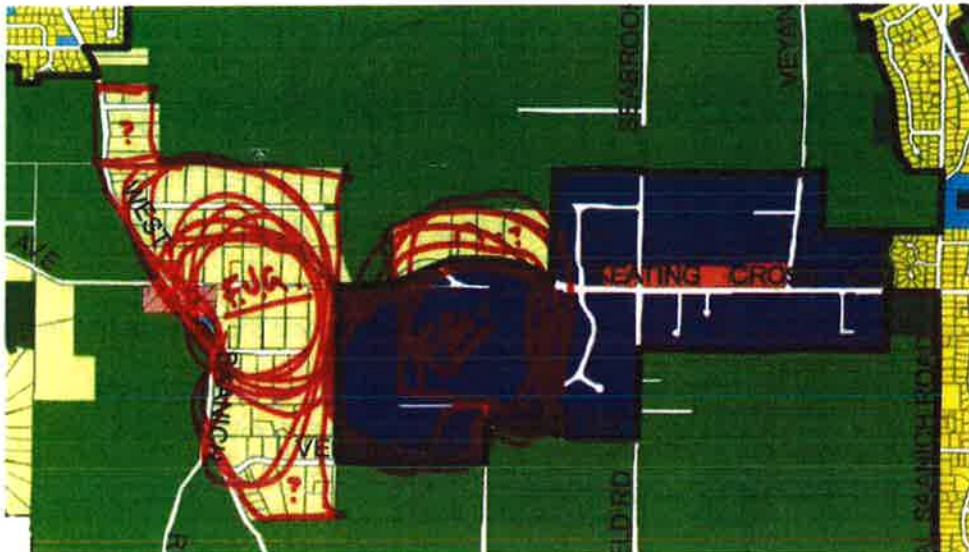
D.) that Council direct staff, once the draft RSS has been prepared, to report back to Council on implications for municipal land use and transportation planning, and what amendments to the OCP may be warranted to ensure the Central Saanich OCP Bylaw aligns with the Regional Sustainability Strategy.

Background:

At the April 8, 2013 Planning and Development Committee meeting, Council received a report and presentation on the ongoing development of the Regional Sustainability Strategy (RSS) by the CRD, and passed the following motions to provide early municipal input into the process:

203.13 That the Staff Memorandum dated April 8, 2013, from the Director of Planning and Building Services entitled "Central Saanich Input into the CRD Regional Sustainability Strategy: Coordination with Strategic Plan Actions / Process and Timeline" be received, and Staff be directed to submit the following draft suggestion for input into the CRD's RGS/RSS review process:

- *Future Urban Growth and Future Industrial Growth policy areas, and specifically highlighting the Keating Industrial area and the Keating / West Saanich area as sketched out by staff.*



204.13 That Staff be directed to submit the following draft suggestion into the CRD's RGS/RSS review process:

- *that the municipality will explore a more clear definition of a density threshold that would trigger the Future Urban Growth / Future Industrial Growth area planning and Regional Urban Containment and Servicing Policy Area boundary changes, in which case it would be considered a minor amendment and that the criteria for minor amendments be broadened to introduce flexibility into the RSS.*

205.13 That Staff be directed to submit the following draft suggestion into the CRD's RGS/RSS review process:

- *The separation of rural servicing policy from growth management policy.*

At the April 8th Committee meeting, Council also considered whether to suggest a draft definition of rural versus urban density, and opted to defer the question at this time and hear what comes out of the RSS discussion on these definitions first, before deciding on a municipal definition. Staff noted that the issue of further defining the capacity for development within the urban settlement areas could be assessed internally, and brought back to the Committee in the near future. A Council member noted that the current OCP policy of reaching 95% build-out before expanding the Urban Settlement Area boundary needed to be re-visited.

Previously, at its September 17, 2012 meeting, Council had also passed the following motions:

506.12 That, in preparation for, and to help inform the District's participation in the Regional Sustainability Strategy planning process currently being undertaken by the Capital Regional District, Council request Staff to recommend an appropriate planning and public consultation process for a review of the District's Official Community Plan and Land Use Bylaw as they pertain to the non-ALR lands located between the Keating Business Park and Brentwood Bay; and Council request that such report identify potential costs of extended services and also identify recommended options for the perimeter of the proposed study area for Council's consideration.

507.12 That, in preparation for and to help inform the District's participation in the Regional Sustainability Strategy planning process currently being undertaken by the Capital Regional District, Council request staff to recommend an appropriate planning and public consultation process for a review of the District's Official Community Plan and Land Use Bylaw as they pertain to additional residential uses in the Keating Business Park.

As discussed on April 8th, and at the subsequent May 13, 2013 Planning and Development Committee meeting, staff have prepared this report to provide more information and seek direction from Council on next steps. Topics addressed in this report include:

- further background on existing Central Saanich growth management policy adopted in the Official Community Plan (OCP) bylaw and connection to the Regional Growth Strategy (RGS);
- the connection of land use and transportation policy to the District's greenhouse gas (GHG) emission targets and trends;
- update on the 2007 Housing Capacity Analysis and further discussion of "density targets" for village centres in the context of current RSS development;
- overview of Keating industrial and Keating / West Saanich rural areas previously identified by Council for consideration of new future growth policy;
- options for public engagement; and,
- next steps

OCP on growth management:

The Central Saanich OCP bylaw endorses a model of slow growth (1% per year, or roughly 70 new dwelling units) concentrated within clearly defined Urban Settlement Areas. The OCP also, within the Regional Context Statement (RCS - chapter 12 of the OCP), states how the municipality will manage growth within the context of the regional growth policies. The RCS states that "infilling of existing residential areas (to about 95% of development potential) will be required prior to extension of services for residential purposes to undeveloped areas"¹.

¹ OCP Bylaw No. 1600, Section 12.3.1

The connection to Greenhouse Gas emissions:

The following section 1.2.1 was added to the OCP bylaw in 2009:

"Many of the policies found throughout this plan aim to reduce greenhouse gas (GHG) emissions by guiding decisions on issues of transportation, building construction and land use that can affect the pattern of energy consumption and GHG emissions within our community. In order to direct the municipal effort to reduce GHG emissions, the District has committed to implement the actions identified in the 2008 Central Saanich Energy Plan, and specifically adopts the following targets for the reduction of greenhouse gas emissions throughout our community, compared to 2007 levels:

*33% by 2020
80% by 2050"*

GHG emissions have continued to rise in the District and throughout the region. Within Central Saanich the proportion of emissions attributed to transportation is higher than the regional average, which is to be expected in an area with a significantly rural pattern of land use. At the same time, Central Saanich enjoys a legacy of land use patterns that concentrates the majority of the housing and commercial development within relatively compact, defined areas. Keeping the pattern of development compact, thereby allowing more people to live in proximity to jobs and services, will be key to achieving the goals that the District has set.

The Local Numbers – Central Saanich

What	When	Data
Energy Use	2010	1,594,190 GJ
Energy Use	2007	1,542,551 GJ
GHG emissions	2010	75,009 tCO ₂ e
GHG emissions	2007	72,035 tCo ₂ e
Co ₂ Concentration	2013	400 ppm
Co ₂ Concentration	2010	390 ppm
Co ₂ Concentration	2007	384 ppm



Remaining capacity within Urban Settlement Areas:

The 2007 Housing Capacity Analysis² concluded that there was remaining capacity for 750 to 1000 additional dwelling units within the established urban settlement areas (see Appendix 'A'). The 2007 analysis was quite thorough and provided a broad picture of the development potential within the urban areas of the District. The RCS policy target of "95% of development potential" is problematic, however, because it connects a certain trigger (95%) to an uncertain

² OCP Bylaw No. 1600, Appendix B

number (somewhere between 750 and 1000 units). Forecasting an absolute number to be reached by re-development of urban properties is not practical (with the inherent uncertainty that comes with predicting the decisions of individual land owners). That said, staff have reviewed the Housing Capacity Analysis to provide an update, aiming to narrow the range.

Since the 2007 analysis was done, 413 additional dwellings have been constructed throughout the District (according to building permits issued). This averages out to 69 per year, or 1% per year growth, matching the acceptable level described in the OCP.

The properties included in the 2007 analysis were revisited, with a focus on the core of the two villages (within walking distance of the centre). Recently renovated (or currently renovating) properties were excluded as unlikely to re-develop within the next ten to fifteen years after significant investment in building upgrades. Properties already developed were also removed from the tally.

Approximate **remaining capacity** found in the village centres:

Brentwood village: 254 units
Saanichton village: 158 units
412 units

This represents, almost exclusively, new housing within mixed-use developments in village centres (see Appendix 'B'). Of this, 127 units have already been approved through the rezoning and/or Development Permit stage.

The form of development anticipated in the OCP (and this updated analysis) is largely mixed-use re-development of existing single-storey retail buildings within the village centres. New development in Brentwood Bay village and Saanichton village is expected to take the form of residential dwelling units constructed above ground-floor commercial space (up to four storeys total, with parking beneath). This type of re-development has begun within the Brentwood Bay village, with the notable examples at the "old post office" site at 7161 West Saanich Road and the "Carriage Pointe" building at the corner of West Saanich Road and Wallace Drive. The analysis assumed that buildings taller than 4 storeys would not likely be approved. The recent Residential Densification Study again concluded that there is generally strong community support for concentrating most future development within the village cores.

Note that a small amount of growth was also projected outside the village centres within existing single-family neighbourhoods. This type of infill was the focus of the Residential Densification Study (RDS). Implementation of the RDS recommendations is one of the tasks identified for this year in the municipal Strategic Plan.

Beyond housing:

The Housing Capacity Analysis focused exclusively on housing. As the RSS takes shape, a more nuanced measure of "jobs + people" is emerging as a preferred unit of measuring density. This makes a better connection between land use and transportation (capturing homes and work places, and the travel between), and is equally applicable to areas with varying mixes and concentrations of housing and commercial development. As a general rule, transportation planners focus on having transportation alternatives located within 500m (walking distance) of concentrations of jobs and housing. Analysis of the village cores of Brentwood and Saanichton reveals the following:

Saanichton:

current density = 44 people + jobs / ha

with 158 units added, the density would be 50 people + jobs / ha

Brentwood:

current density = 45 people + jobs / ha

with 254 units added, the density would be 54 people + jobs / ha

Higher densities support better transportation infrastructure and service levels. Concentrating growth within the existing villages will also provide a greater customer base to support existing businesses. The Central Saanich OCP already includes detailed design guidelines (particularly for the Brentwood Bay Village) to guide re-development to ensure the character and livability of the village centres evolves to meet the community's expectations.

The following density targets illustrate how further re-development and infill of the village centres within Central Saanich can, over time, allow a greater proportion of residents to live within close proximity to services and increased transportation choices. This is particularly important to those segments of the population dependent on alternatives to the automobile for their transportation needs.

Transit service type	Suggested minimum density
Basic Transit Service (One bus every 20-30 minutes)	22 units per ha / 50 residents & jobs combined
Frequent Transit Service (One Bus every 10-15 minutes)	37 units per ha / 80 residents & jobs combined
Very Frequent Bus Service (One bus every 5 minutes with potential for LRT or BRT)	45 units per ha / 100 residents & jobs combined
Dedicated Rapid Transit (LRT/BRT)	72 units per ha / 160 residents & jobs combined
Subway	90 units per ha / 200 residents & jobs combined

(Ontario Ministry of Transportation: *Transit Supportive Guidelines*)

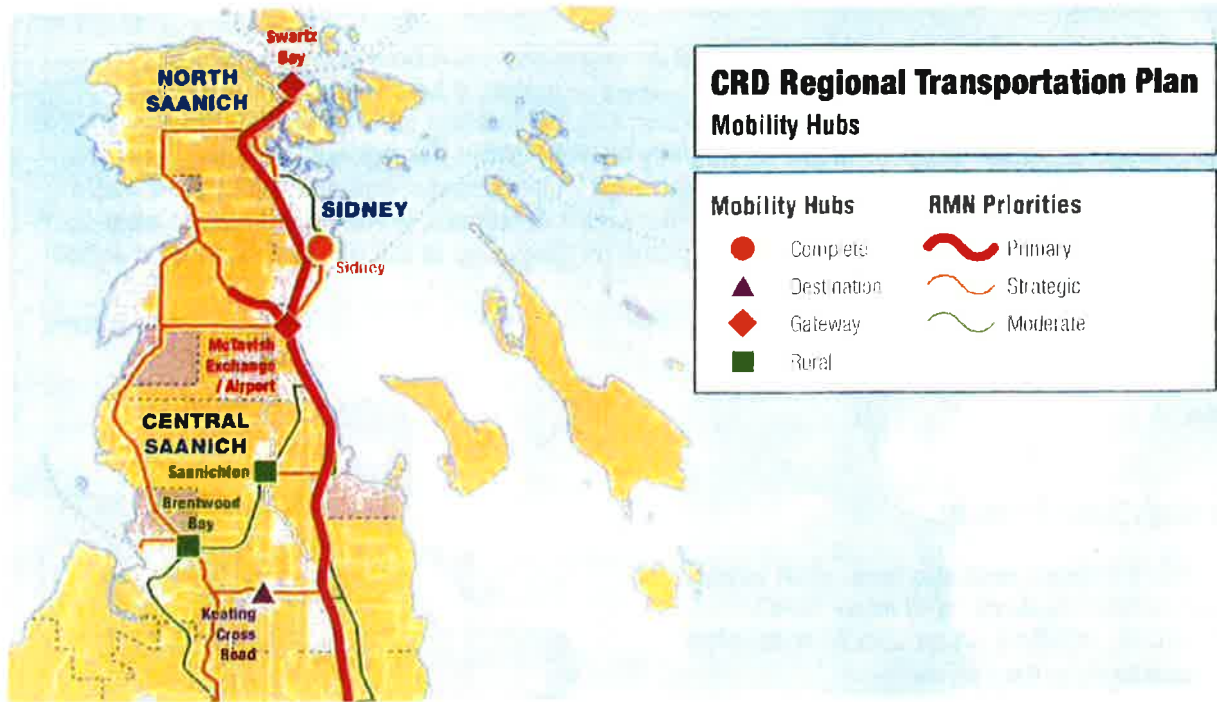
Keating Industrial Area:

The current density of people and jobs is approximately 45/ha within the developed areas of the Keating Business Park. An additional 7 ha is currently undeveloped or significantly under-developed, but already zoned for industrial and commercial uses (see area 'A' in Appendix 'C'). Another 29 ha of gravel extraction could convert to other industrial uses (see area 'B' in Appendix 'C'). If developed to the same intensity as the rest of Keating, these already-designated Industrial lands could support an additional 1,600 jobs within the community. The OCP contains policy in section 5.2.5 providing guidance for future industrial growth within gravel extraction areas (see Appendix 'D').

Potential for housing in Keating:

Within the already developed industrial and commercial properties in Keating, there is limited potential for adding significant amounts of housing. Given the diversity of commercial enterprises in the area, inserting concentrations of housing could bring a high potential for conflict (noise, traffic, etc.) There may be individual properties that propose to develop or re-develop in ways that can creatively add housing without limiting the ongoing concentration of business activity in Keating. The municipality should consider such proposals, while being mindful of protecting the land base for industrial and commercial businesses in the community.

The greatest potential for adding housing within Keating lies in the conversion of depleted gravel extraction areas and/or any future expansion of the industrial area. The current OCP policy points to master-planning depleted extraction areas for conversion to other industrial uses. It may be worth re-visiting this policy with an eye to mixed-use industrial, commercial and housing uses that clearly reserves the ground floor for industrial and commercial activities. Given the current job density found in Keating of 45 jobs/ha, adding housing above commercial and industrial uses could see the area evolve into a hub of housing, jobs and transportation. Carefully designed, this could add a significant quantity and diversity to the housing supply in the District. The Keating area is already identified in the draft Regional Transportation Plan as a significant "mobility hub":



The land suited to more intensive uses in the Keating area spans a relatively small number of parcels and owners. The OCP indicates a community desire to see those properties re-develop (section 5.2.5 policies 8, 9 and 10 - see Appendix 'D'). Beyond this the role of the municipality is typically reactive, awaiting property owners to come forward with re-development proposals. If the District chose to be more proactive in defining the future of this area, its options include:

- consider expanding policy in the OCP to give greater direction to property owners of the desired pattern of future development;
- work with others in the region to better understand the future industrial demand for the area (e.g. manufacturing or more high-tech research and development? Construction trades or wholesales and distribution?);
- investigate interest among property owners and stakeholders to develop a detailed vision for the area;
- **continue to focus on transportation issues:** analysis, funding and advocacy to support continued improvement of access to Keating for all modes (goods movement and people movement) in coordination with the Regional Transportation Plan;

Expanding the boundaries of the Keating industrial area:

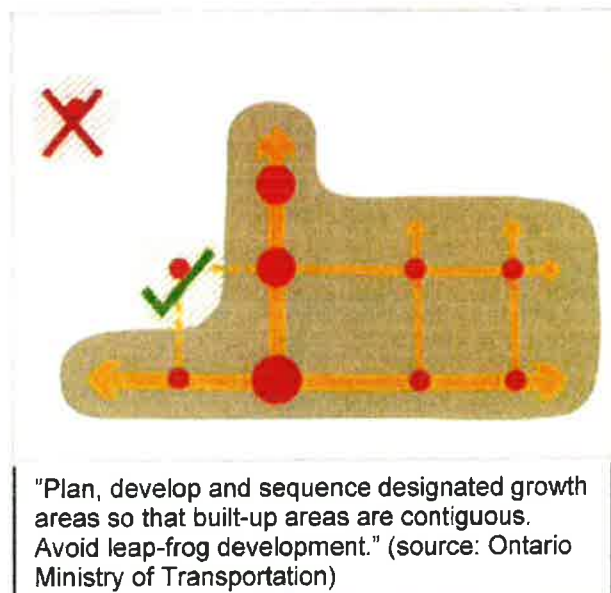
Analysis commissioned by the CRD estimates the need for 138 ha (343 ac) of new industrial land within the region by 2038³. Finding new sites for industrial development is extremely difficult, especially within close proximity to urban areas. As older industrial areas in Victoria, Esquimalt and Saanich convert to other uses, businesses are displaced. The Keating area is well positioned between the ferries, airport and downtown. Already identified as a significant hub of jobs and goods movement, there is an argument to be made for expanding the existing industrial area in Keating rather than looking for new industrial areas located further from the regional core.

Council has indicated a willingness to look at an expanded USA boundary that would incorporate rural areas adjacent to Keating. Approximately 9 ha of rural land is located immediately north of Keating cross road, adjacent to the existing USA boundary (see area 'C' in Appendix 'C'). These properties are all partially located within the Agricultural Land Reserve, therefore any change of land use would need to carefully consider how the agricultural lands and operations will be protected. As gravel extraction continues, there may be some near-term changes necessary at the north end of the gravel pit (rezoning of the old Mount Newton school site, adjustments to unused road right-of-ways); it may be timely to engage with the handful of neighbouring property owners to the north, to understand their vision for the area.

Keating / West Saanich:

For more intense land use to support better transportation options (and lower GHG emissions), existing areas should redevelop and gradually grow outwards.

In-depth consideration of re-designating the Keating / West Saanich rural area should be considered after the future of the existing industrial lands (particularly the Butler pit) is



³ A Context for Change Management in the Capital Regional District, Urban Futures & City Spaces, 2009

more certain. The Keating / West Saanich area is comprised of numerous (approximately 50) smaller parcels under individual ownership, making re-development by a single entity unlikely. Elements that would shape increased development in the area include steeper slopes off Verling Avenue, agricultural land requiring buffering on the east and north, and the Graham Creek designated riparian zone bisecting the area (see area 'D' in Appendix 'C'). Taking these constraints into account, some 30 ha of land is located in this rural area.

Council could consider adopting a future growth policy for this area. Such policy should address the factors noted above and consider the timing in relation to the re-development of the adjacent industrial lands.

Given the numerous land owners potentially affected, should Council wish to consider this further, the initial step should include consultation with the property owners and other community members to gauge their vision for the future use of this area of the municipality.

Public Consultation:

Council may wish to consider a number of options to engage the citizens of Central Saanich to hear their ideas and opinions on these potential changes. At this point in time, the concepts discussed in this report are being considered for discussion and early input into the development of the RSS. Council has indicated a desire to signal where changes or more clarity may be desirable in the new regional plan and potentially within District policy; these concepts represent change and may cause concern among some community members. Opportunity for open discussion to better understand the context can only help the community make informed decisions. Public consultation might take various forms, including:

- Town Hall discussions (with presentation);
- stakeholders (particularly property owners) invited to more focussed, group discussions with Council;
- static displays (e.g. poster, slideshow) and feedback (survey form);
- online discussion forum;
- or other forms of community engagement, at the discretion of Council.

Conclusions:

There is adequate capacity within the existing village centres (and to a lesser extent, within urban areas further out from the centre) for a number of years of development before the District reaches "build-out" within its current Urban Settlement Area boundary. It is not too soon, however, to anticipate where future growth areas might occur and what conditions should trigger those changes. Since the Regional Sustainability Strategy will be looking twenty plus years out into the future, anticipating future changes and defining a municipal framework for those changes is appropriate at this time.

Many of the tasks listed below are already identified in the OCP and current Strategic Plan. Continuing to re-develop and intensify uses within the current urban settlement areas is consistent with the vision and goals expressed in the Official Community Plan. Some expansion of the settlement areas could be consistent with the OCP if done in a manner that gradually builds outward from built-up urban areas, and if shaped to achieve a pattern of compact community growth. In the Keating area, and potentially in the Keating / West Saanich area, an opportunity exists to see a significant expansion of the diversity of jobs and housing in the

community, in a pattern that makes progress toward the community goals for reducing GHG emissions. A key consideration throughout will be keeping in mind the long term transportation impacts of individual land use decisions.

Recommendations (expanded):

1. **continue to encourage and support the re-development and densification of the core of the Brentwood Bay and Saanichton villages.** This may include the following:
 - 1.1. give favourable consideration to re-development proposals that increase the mix and density of housing and jobs within the village centres. Aim for a combined density of 80 people + jobs / ha in the areas within 500m of the village centres (sufficient to support frequent transit service);
 - 1.2. work with Saanichton Village Association to facilitate neighbourhood planning⁴
 - 1.3. update Saanichton commercial / mixed use Development Permit Area guidelines;
 - 1.4. consider amending the Core Commercial C-1 zone to accommodate the height and density sought in recent mixed-use re-development projects;⁵
 - 1.5. on the heels of the Water and Sewer master plans, review the Development Cost Charges bylaw to ensure any that necessary infrastructure upgrades are captured and funded in a way that is fair and consistent;
 - 1.6. establish an alternative transportation reserve fund and fee schedule for parking variances granted for commercial/residential mixed-use developments.

2. **encourage and support more intense use of under-developed Industrial lands in the Keating Business Park:**
 - 2.1. continue to advocate for a full movement interchange where Keating Cross Road meets the Pat Bay Highway⁶;
 - 2.2. continue to meet with industry stakeholders to seek a better understanding of the needs of businesses in the Keating area;
 - 2.3. in coordination with the Regional Transportation Plan, focus on improvements to municipal roads to provide better access for all modes (including the movement of residents, goods, customers and employees) to improve the Keating area as a mobility hub;
 - 2.4. review the existing Industrial Development Permit Area guidelines⁷ and consider changes to clarify and streamline the application process while ensuring an appropriately high standard of development;

⁴ Central Saanich 2013 Strategic Plan: B1.3

⁵ Strategic Plan D1.2

⁶ Strategic Plan D5

⁷ Strategic Plan B4.2

- 3. give consideration to proposals that would add residential uses within mixed-use development on existing Industrial lands⁸, subject to ensuring that commercial uses are not limited by the addition of any residential uses;**
 - 3.1.1. ensure that residential uses do not reduce the industrial / commercial use of the property; in particular, ensure no residential parking or housing units occupy the ground floor of a mixed-use development;
 - 3.1.2. not all sites within Keating will be appropriate for residential uses, due to the intensity and type of neighbouring industrial activities. Therefore, the siting of any mixed-use development should be carefully considered in the context of neighbouring uses and potential for conflict and complaints that may arise;
 - 3.1.3. livability for workers and new residents will depend on the development of a precinct of services within the Keating area;

- 4. encourage and support the conversion of existing gravel Extraction Industrial (I-2) lands⁹ and consider mixed-use industrial/commercial/residential development to accommodate an appropriately high density of people and jobs in this area:**
 - 4.1. investigate interest and potential participants in a planning process (charrette?) to develop a post-gravel vision and plan for the Butler pit area;
 - 4.2. include the future plans for this area in anticipation of municipal infrastructure and servicing demands and revenues;
 - 4.3. investigate the potential for a renewable district energy system to serve new industrial/mixed-use areas - and consider locating such a system on the municipal Public Works Yard site.

- 5. once plans for re-development of depleted gravel extraction areas are clear, then consider (initiated by and/or in consultation with land owners) expanding the area of designated Industrial lands (and the Urban Settlement Area boundary) to non-ALR sites that are contiguous with the developed industrial area, where such expansion can provide adequate buffering of farm land and riparian areas:**
 - 5.1. work with regional partners to better understand the future demand for industrial lands and the mix of commercial and industrial enterprises that may best serve the municipality and region;
 - 5.2. ensure any adjacent agricultural lands are adequately protected from negative impacts of development;
 - 5.3. prioritize (and require, through zoning) a portion of development to serve agricultural support industries and businesses;
 - 5.4. ensure that any expansion of the settlement area only occurs by growth outward once adequate densities are achieved within the existing adjacent industrial lands, rather than "leapfrogging" into isolated pockets;
 - 5.5. any re-designation and re-zoning of rural lands should be done on an area-wide basis, at the initiative (and/or in consultation with) property owners within that area.

⁸ Strategic Plan B6.1

⁹ Strategic Plan D1.3

Process:

At this point, still early in the development of the Regional Sustainability Strategy, staff are looking for feedback from Council to help inform discussions with the CRD. As discussed previously, Council will also have numerous opportunities for direct input into the development of the RSS. Council discussion of the above issues will also clarify the next steps for engaging the community and determining whether any changes to municipal policies are warranted at this time.

Respectfully submitted,



Bruce Greig, mcip, bcsla
Director of Planning and Building Services

Attachments:

- Appendix A – Excerpts from 2007 Housing Capacity Analysis
- Appendix B – updated Brentwood and Saanichton core capacity analysis
- Appendix C – Keating Industrial Areas
- Appendix D – OCP Section 5.2.5 “Keating Industrial / Business Area”

Administrator's Recommendation

I concur with the recommendation contained in this report.



Patrick Robins
Chief Administrative Officer

Appendix A – Capacity Locations

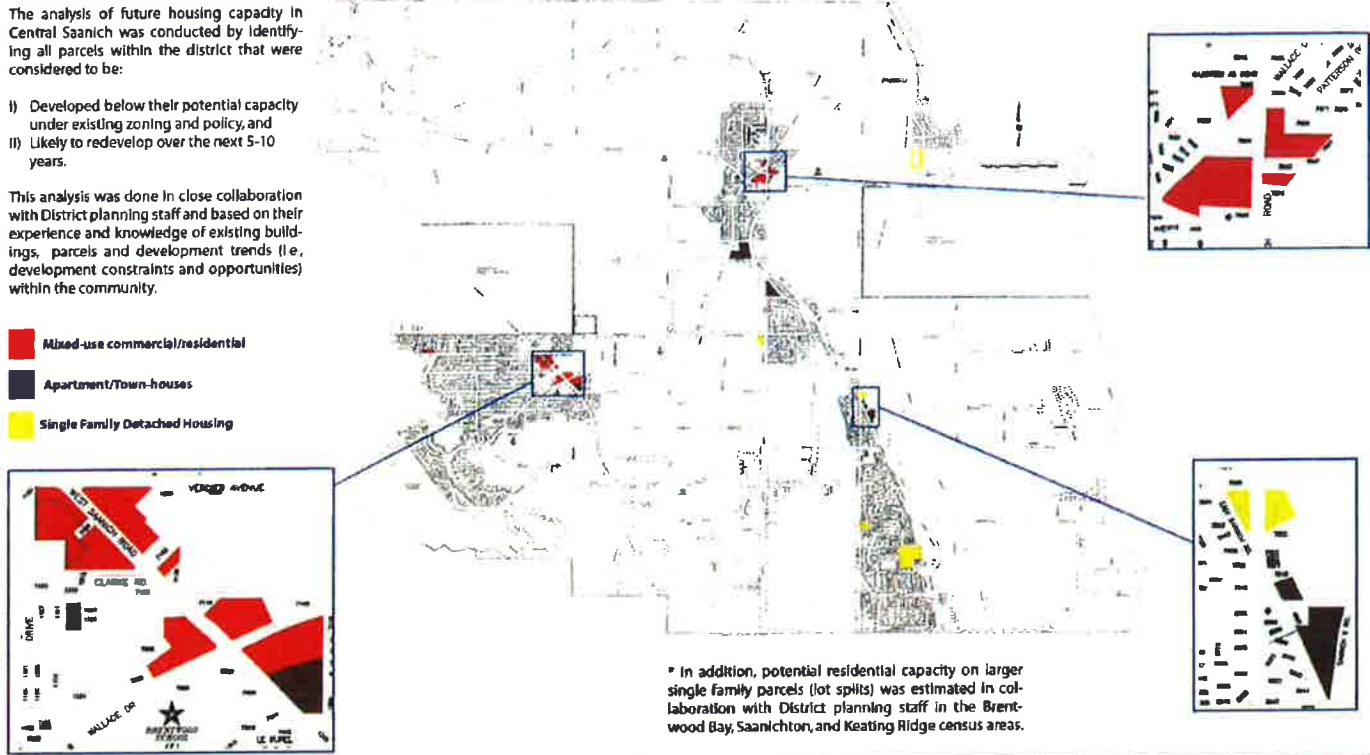
Housing Capacity Analysis - potential locations for additional housing capacity under existing zoning and 1999 OCP policy

The analysis of future housing capacity in Central Saanich was conducted by identifying all parcels within the district that were considered to be:

- i) Developed below their potential capacity under existing zoning and policy, and
- ii) Likely to redevelop over the next 5-10 years.

This analysis was done in close collaboration with District planning staff and based on their experience and knowledge of existing buildings, parcels and development trends (i.e., development constraints and opportunities) within the community.

- Mixed-use commercial/residential
- Apartment/Town-houses
- Single Family Detached Housing



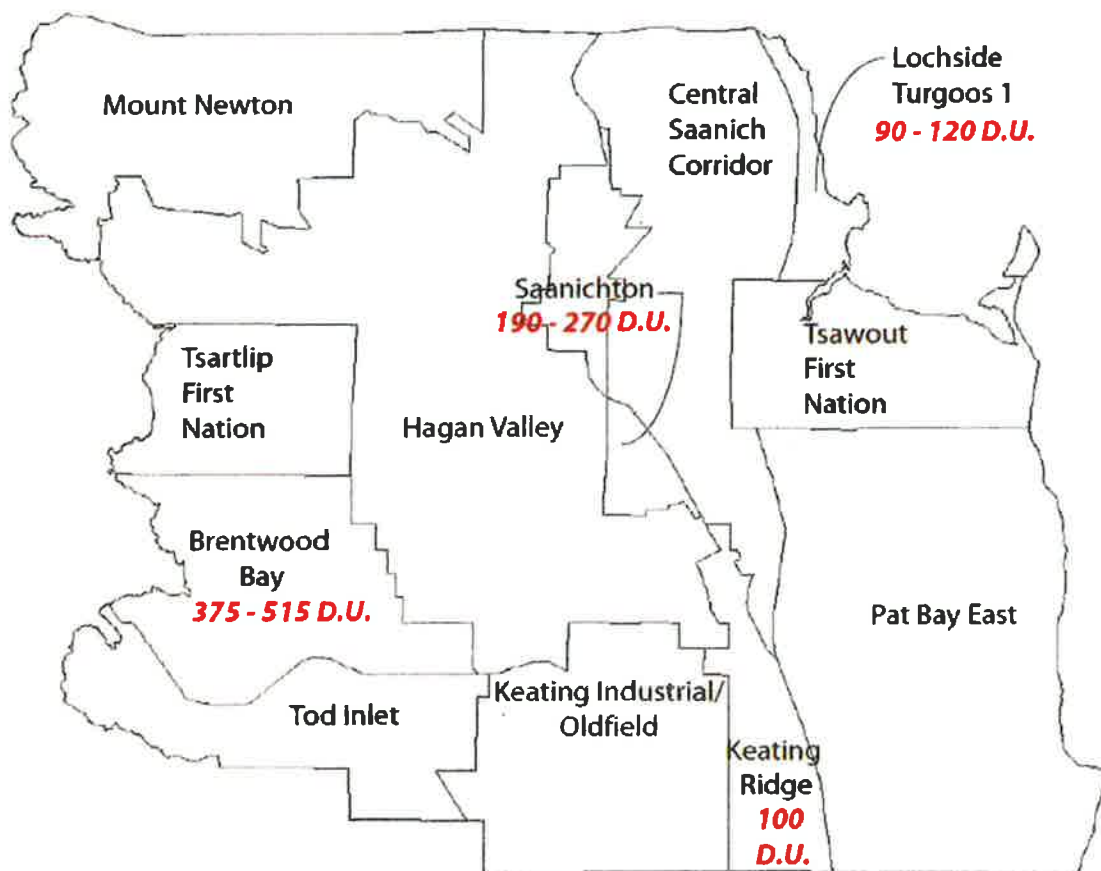
existing zoning and policy ranges from 755 - 1005 dwellings as shown in the table below.

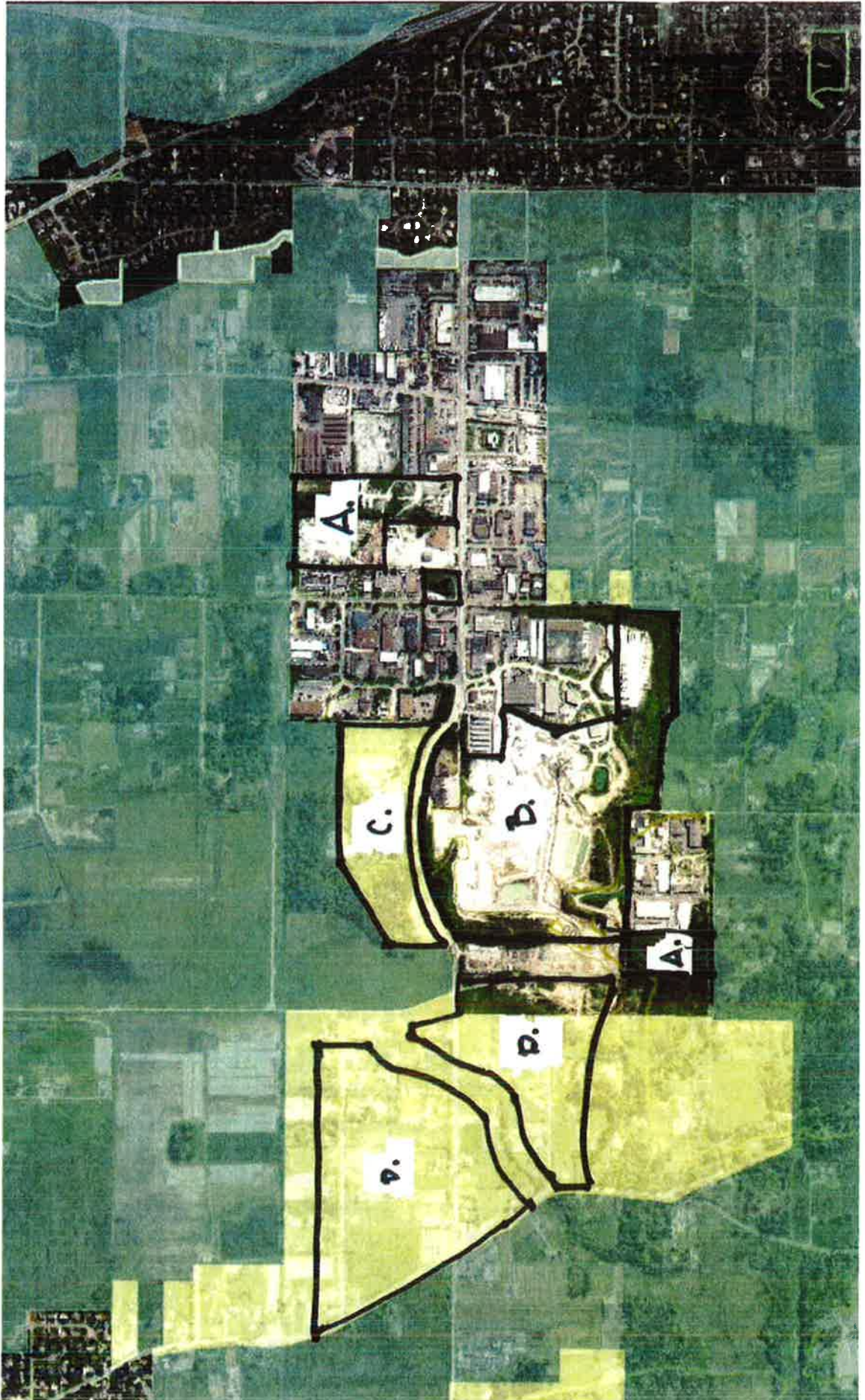
Table 5: Estimated capacity under existing policy by local plan area and type of dwelling

	Brentwood Bay	Saanichton	Keating Ridge	Lochside/Turgoose	Central Saanich
Single Family	10	6 - 8	53		68 - 75
Town House		45 - 70	27	45 - 60	117 - 160
Apartment	35 - 75		20	45 - 60	100 - 155
Mixed use	330 - 431	139 - 194			469 - 619
All Types	375 - 515	190 - 270	100	90 - 120	755 - 1005

As indicated above, the majority of capacity (469 – 619 dwellings) under existing zoning and policy is for dwellings in mixed use buildings located above a commercial use. The following map shows where additional capacity under current zoning is located

Map 3: Build out capacity under existing policy by Census Area





- a) The use is temporary and seasonal;
- b) The use promotes or markets farm products raised, grown or processed on the farm; and
- c) The use serves to provide additional supplemental income to established legitimate farming operations.

5.2.5. Keating Industrial/Business Area

<i>Objective</i>	<i>To support development of more intensive light industrial activities in the Keating Business Park in order to provide business and job opportunities within the municipality.</i>
<i>Objective</i>	<i>To guide the transition and redevelopment of gravel extraction areas, thereby maximizing land for light industrial purposes in the Keating Business Park.</i>
Policy 1	Do not support the creation of industrial areas within the municipality outside Keating Business Park.
Policy 2	Do not expand the Keating Business Park beyond its current boundaries. Instead, encourage the intensification of existing industrial uses including the consideration of higher density, taller buildings in appropriate locations.
Policy 3	Consider permitting a limited amount of industrial work-live and office/retail mixed-use buildings on the east side of Keating business park. However, under no circumstances will residential uses be allowed on the ground floor in this area.
Policy 4	Reduced parking requirements may be considered where it can be demonstrated that parking can be effectively reduced or managed.
Policy 5	Notwithstanding policies 1 and 2 above, if a viable site were proposed, consider allowing the composting of community organic materials outside of the Keating Business Park in a way that supports agricultural uses within the District.
Policy 6	All industrial areas should be fully serviced with appropriate water and sanitary sewer services. The District may consider allowing wells and on-site sewage disposal systems for industrial uses where municipal servicing is impractical and where on-site systems receive approval from the appropriate jurisdictions governing health and the environment.
Policy 7	Ensure that industrial uses do not conflict with adjacent residential or agricultural uses by requiring appropriate screening, landscaping and setback provisions in the Land Use Bylaw and by controlling noise, dust and odour emissions, and by addressing water recharge requirements to reduce any potential conflicts.
Policy 8	Encourage the Butler pit to continue to remove gravel to allow conversion to light industrial uses or office park uses and/or agricultural industries and/or live-work mixed uses.
Policy 9	Depleted extractive areas should not be permitted to redevelop until the extractive activities have been completed within an entire planned redevelopment area. A planned redevelopment area may be a portion of an extractive area provided that all extractive activity has been completed and it can be effectively buffered from ongoing extractive activity.

- Policy 10 A comprehensive plan for the conversion of depleted extractive areas to industrial use shall be submitted to the municipality prior to rezoning or development and shall include the following information:
- a) The soil stability, hydrology and drainage of the site;
 - b) The regrading of the disturbed area to a natural and stable topography;
 - c) Internal and external access and road requirements, including assessment of any increased traffic on adjacent land uses and impact on the function of access points along the Pat Bay Highway;
 - d) Methods of buffering planned industrial uses from adjacent residential uses with respect to noise, light, and undesirable visual impacts; and
 - e) Any requirements for municipal services for water supply, sewerage systems or other services for the proposed development.
- Policy 11 Areas suitable for future gravel extraction are indicated on Map 8. The District will only give consideration to additional proposals for gravel extraction provided there is a demonstrated need in the community.

5.2.6. Home Based Employment and Live-Work

- Objective:* To support the growth of the home based business sector in Central Saanich.
- Policy 1 Consider updating the Land Use Bylaw to permit Bed & Breakfast accommodation in rural and/or residential zones where it can be demonstrated that privacy of neighbours, noise and parking can be adequately addressed.
- Policy 2 Encourage the development of live-work buildings in appropriate locations where people can live and work in the same building. This may include artist/craftsperson live-work and light industrial live-work buildings.

5.2.7. Agricultural Economy

- Objective* To support the improvement and development of the agricultural economy in Central Saanich.
- Policy 1 Support in principle the development of the diversification of the agricultural economy in Central Saanich, including such activities as farm-gate marketing, possible opportunities for agri-tourism, and beneficial use of composted organic matter. (Cross-reference Section 3, Agriculture)
- Policy 2 Encourage and support the Peninsula Agricultural Commission in investigating opportunities for agricultural diversification and other means of improving the economic well-being of agriculture.
- Policy 3 Support the retention of Agricultural Service and Support Industries, especially near to active farm areas. It is likely that other suitable areas and policies will be identified in a future Agriculture Area Plan.



Corporation of the District of Central Saanich

COMMITTEE REPORT

For Planning and Development Committee meeting on April 28th, 2014

To: Patrick Robins
Chief Administrative Officer

**File: Growth Containment Servicing Policy
(2014 Strategic Priority #3)**

From: Bruce Greig
Director of Planning & Building Services

Date: April 22, 2014

Re: Growth Containment and Water Servicing Policy – Rural Areas

RECOMMENDATION:

That the Planning and Development Committee recommend that Council support the following:

1. indicate support to consider an OCP amendment that would strengthen existing growth containment policy by clarifying the limits on new growth outside the Urban Settlement Area;
2. indicate support for staff to draft a Land Use Bylaw amendment to achieve the following:
 - a. reflect the limited potential for further subdivision in rural areas by adopting a single rural zone with a 4 ha minimum lot size to replace the RE-1 through RE-4 zones, consistent with existing and proposed OCP policy;
 - b. introduce the option of a Carriage House accessory dwelling on larger rural properties within the new Rural zone as an alternative to a secondary suite;
 - c. also increase the minimum lot size to 4 ha in the RE-5 zone; and,
 - d. housekeeping amendments including a new table for calculating lot coverage on parcels of varying sizes;
3. indicate support for staff to draft a revised servicing policy that would clarify and differentiate between water and sanitary sewer utility extensions.

BACKGROUND:

The 2003 CRD Regional Growth Strategy bylaw includes the following:

"Initiative 1.1 Keep Urban Settlement Compact:

Action 5: The CRD and member municipalities agree not to further extend urban sewer and water services, or increase servicing capacity to encourage growth beyond designated official community plan limits at the date of the adoption of the Regional Growth Strategy bylaw, outside the Regional Urban Containment and Servicing (RUCS) Policy Area generally described on Map 3, except to address pressing public health and environmental issues, to provide fire suppression or to service agriculture..."

Once a Regional Growth Strategy (RGS) bylaw is adopted, member municipalities must adopt a Regional Context Statement (RCS) within their Official Community Plan (OCP). The RCS lays out how the municipality, by following and implementing the policies within its OCP, will achieve the goals agreed to in the Regional Growth Strategy. The Central Saanich RCS forms section 12 of the OCP bylaw. In keeping with Action 5 of the RGS, quoted above, the Central Saanich RCS contains the following:

"Extension of water lines into rural or agricultural areas is not supported, except to address pressing public health or environmental issues, or to provide water for agricultural or fire suppression uses. Given concerns about the link between extension of sewer services into rural areas and urban development, the extension of sanitary sewer services outside the RUCSPA will only be considered in cases where public health or environmental issues associated with septic system failures cannot otherwise be resolved. Any extensions must be consistent with currently adopted Council policies for water and sewer line extension criteria."

As Council is aware, the five-year update of the RGS / development of a Regional Sustainability Strategy (RSS) is underway. Central Saanich staff have remained involved in this process to provide input and gauge the direction of this major regional planning project. The draft RSS is now expected to be presented to the CRD Planning, Transportation and Protective Services Committee in June. It is also expected that revisions will be made over the summer following the direction of the PTPSC, with a revised "engagement ready" draft to be presented to the committee in October. It is therefore expected that the CRD will be engaging municipal councils for input on the draft RSS in early 2015.

Considering possible changes to growth containment and servicing policy, in the context of the evolving RSS, was identified as strategic priority #3 in the 2014 Strategic Plan.

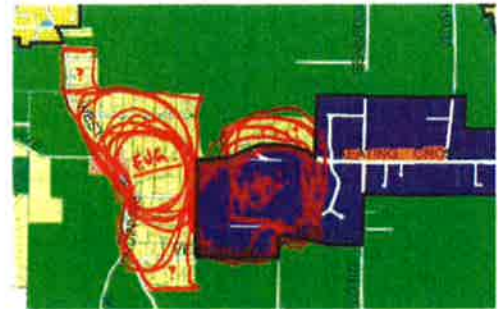
One area that has received particular attention by CRD staff, in collaboration with municipal staff, is focus on Action 5 as it relates to extension of water services outside of the RUCSPA. Analysis and debate of the effectiveness of water servicing policy as a growth containment tool has led to the conclusion that this is an area where change may be warranted. Staff have looked at the varied ways that water servicing and growth containment have been approached by rural municipalities such as Central Saanich, North Saanich, the Highlands, Metchosin and Sooke. Each municipality has taken a different approach to this policy area under the umbrella goals of the RGS.

It is expected that the draft RSS will continue to limit the extension of sewer services within urban areas but will no longer take the same approach for the extension of water services. If adopted, this would effectively separate water utility decisions from regional growth containment commitments. The District has recently completed a Water Distribution Master Plan which recommends future improvements to the municipal water distribution system. Combined with the recommendations of the recent Fire Underwriters Survey, and informed by the development of a long-term financial strategy, Council will be presented with decisions for maintaining, upgrading and expanding the water servicing network over future years. Uncoupling water servicing from growth containment policy will allow these decisions to be made solely on the basis of technical and financial feasibility, following the municipal priorities adopted by Council.

It is also expected that the RSS will raise the bar on growth containment policy to ensure that future growth is still effectively contained within designated urban areas. The Central Saanich OCP already contains policies indicating that growth will not be directed to Rural lands, and contains even stronger policies for Agricultural lands. Staff expect that more specific and clear limits on rural growth will be necessary, however, to remain consistent with the expected direction of

In April, 2013 Council passed motions to submit the following draft suggestions for input into the CRD's RGS/RSS review process:

- *Future Urban Growth and Future Industrial Growth policy areas, and specifically highlighting the Keating Industrial area and the Keating / West Saanich area as sketched out by staff.*



- *that the municipality will explore a more clear definition of a density threshold that would trigger the Future Urban Growth / Future Industrial Growth area planning and Regional Urban Containment and Servicing Policy Area boundary changes, in which case it would be considered a minor amendment and that the criteria for minor amendments be broadened to introduce flexibility into the RSS.*
- *The separation of rural servicing policy from growth management policy.*

Staff expect that the rural lands in the Keating / West Saanich area will be shown as a future growth policy area in the draft RSS, noting that future planned growth in this area could be accommodated by a minor amendment to the RSS. The proposed strengthening of Rural policies explored in this report would not negate the proposed Future Growth Policy area designation.

the RSS. This report presents options for Council to consider that, if implemented within the OCP and Land Use Bylaw, could provide a clearer picture of the long term expectation for rural lands within the District.

DISCUSSION:

OCP Policy:

Maintaining a compact pattern of development is key to the vision of the Central Saanich OCP and the Regional Growth Strategy. In the context of our existing water distribution system and the rural/agricultural land uses found in Central Saanich, however, water servicing policy is perhaps an awkward tool for containing urban growth. The agricultural and rural areas of the District are essentially built out, with existing policy focusing future growth within the Urban Settlement Area. Strengthening existing municipal policies may be necessary to demonstrate, in the context of the RSS, that growth will remain contained. On the other hand, a clearer and stronger set of growth containment policies may enable municipal water servicing decisions to be made outside of the context of regional growth.

While the OCP policies for agricultural lands are quite strong (see sidebar to the right), the parallel policies for rural lands are less so (see sidebar on next page). Compare policy 3.2.1(4) "further subdivision of agricultural lands is not supported..." with the language of policy 3.3.1(2) "discourage subdivision or development of rural lands". The agricultural policies have been effective over the years in limiting the subdivision of farm properties to a few exceptional cases. It is likely that municipalities will need to more clearly demonstrate how all rural¹ areas are to be protected from urban growth, in light of the updated RSS. Staff recommend that adopting rural

excerpts from OCP Bylaw No. 1600:

"3.2.1. Preserving Agricultural Land

Objective: To preserve lands with potential for agricultural production and to protect these areas from incompatible land uses.

- Policy 1: Areas designated as Agriculture on Schedule A, Land Use Plan will be retained for agricultural uses over the long-term regardless of any changes that may be made by the Provincial Government with respect to the Agricultural Land Reserve.
- Policy 2: Applications for exclusion of lands from the Agriculture Land Reserve will not be supported by the District.
- Policy 3: Support the B.C. Agricultural Land Commission objective of retaining agricultural lands and consolidating them in large parcels to maintain their viability for agricultural use and further support consolidation of farmland.
- Policy 4: Further subdivision of agricultural lands is not supported. Amend the Land Use Bylaw to remove the distinction between A1 and A2 zones and increase minimum lot area to 20 hectares. Over 50% of the farms in Central Saanich are under 4 hectares, and while the District endeavours to protect larger lot sizes, it fully recognizes the contribution and viability of all sizes of farms in its jurisdiction."

¹ In the Central Saanich OCP Bylaw, "agricultural" refers to farm land within the ALR while "rural" refers to lands outside of the Urban Settlement Area but not designated in the ALR. In the RGS "rural" refers to both farm land and other non-urban lands.

growth containment policies within the OCP, similar to those already in effect for agricultural lands, would be an appropriate and supportable approach.

Should Council support this policy direction, staff would also prepare a draft of a revised servicing policy to reflect the proposed changes.

Water Infrastructure:

Municipal water infrastructure serves many purposes, not just to support urban development. The water distribution system already extends outside of the Urban Settlement Area / RUCSPA boundary. Water services have been extended into agricultural and rural areas at different times in the past, largely prior to the 2003 adoption of the RGS, for irrigation, fire suppression and domestic uses (see Appendix 'A').

excerpts from OCP Bylaw No. 1600:

"3.3.1. Rural Character

Objective: To preserve rural lands for rural purposes rather than being considered as a reserve for future residential, commercial or industrial uses.

Policy 1: The areas designated as Rural on Schedule A, Land Use Plan are intended to be retained for rural residential and agricultural uses over the long-term.

Policy 2: Support agricultural uses on rural lands where possible and discourage subdivision or development of rural lands.

Policy 3: Support the inclusion of any agriculturally viable rural land into the ALR.

Policy 4: Support any consolidation of rural designated parcels with agricultural parcels for the benefit of farm units and agricultural uses."

The Water Distribution Master Plan assessed the municipal water system, identifies areas of deficiency and recommends priority areas for replacement and upgrades. The Fire Underwriters Survey also identifies areas in Central Saanich where additional water availability would improve the level of fire protection. These infrastructure projects, if implemented, all carry substantial costs. Funding for such projects would be approved by Council via future annual budgets and the Five Year Financial Plan. This year Council has identified long term financial planning as a priority; that work will provide further insight into the priorities for municipal investment in infrastructure including the water distribution system.

The upgrade and replacement of aging infrastructure is more viable when the infrastructure is able to be fully utilized. This is NOT to suggest that creating additional lots and density can be justified in rural areas as a means to increase funding for existing or new infrastructure. If urban development is truly contained in urban areas, however, municipal policy might allow existing rural and agricultural properties to be served with existing or newly installed water services. This, in turn, could provide better support for the system both operationally (increasing the number and type of water users can even out flows and reduce operational costs) and financially (increasing the number of customers supporting a given area of infrastructure). A predictable pattern of connection also allows the municipality to accurately consider the expected demand on services and apportion costs fairly. The historic practice has been to require the applicant to pay for the full cost of any proposed extension; for agricultural extensions in particular, this may place a larger burden on a property owner than is necessary.

Rural zoning:

A revised OCP policy under section 3.3.1 might state that further subdivision of rural lands is not supported and that the zoning will maintain a minimum lot area of 4 hectares (10 acres) for subdivision of rural properties. This could be paired with a Land Use Bylaw amendment to effect this change within the zoning for the Rural Estate 1 through 5 designated properties. Four hectares is the current minimum lot area within the RE-1 zone. Note that little subdivision potential exists for Rural Estate properties under existing zoning. Only a small handful of properties are sufficiently large to meet the current minimum lot area requirements; of these, some are already developed in ways that make further subdivision unlikely. For other properties it would prove challenging to provide adequate access, on-site septic disposal and protection of sensitive ecosystems while creating new lots. The District has seen some speculation, however, around the potential to re-zone to allow smaller Rural Estate lots. A revised policy could lessen this speculation, consistent with the intent of the existing OCP bylaw.

If a revision to lot size is being considered for the rural estate zoning designations, Council might consider other changes concurrently. Most notably, there has been discussion of whether carriage house dwellings would be an appropriate land use within the larger rural zones. The RE-1 through RE-4 zones currently permit secondary suites as an accessory use to a main single family residential use. Allowing either a secondary suite or a carriage house on these rural properties would not increase the allowable density, just shift the allowable location of the second dwelling from the main house to a detached building. On larger rural properties, where generous lot sizes reduce the potential for impacting neighbours, this use would be expected to have little noticeable impact on existing neighbourhoods. As with secondary suites, a building permit would be necessary for new construction or to legalize an existing non-conforming carriage house. The building permit process would ensure that the minimum health and safety standards of the BC Building Code are met for these dwellings.

Staff have received numerous inquiries about the permissibility of a carriage house instead of an attached secondary suite on rural properties. It is likely that many rural property owners would appreciate the option of having a carriage house instead of a secondary suite. This could add some diversity to the housing stock within the municipality; as with secondary suites, the carriage house would remain on one title and could not be subdivided from the main property. The zoning could be drafted to include an appropriate size, height and setbacks for a carriage house use to limit the potential to impact neighbours. Given that a number of smaller lots exist in rural areas (most created decades ago), the zoning might stipulate a minimum lot size to qualify for the carriage house use, or increased setbacks from property boundaries.

Some housekeeping amendments might also be incorporated into a Land Use Bylaw amendment for the Rural Estate zones. Without changing the allowable lot coverage from what is in place today, a clearer table of lot coverage based on parcel area could be considered. Currently many smaller rural lots must use a formula to determine the allowable lot coverage; staff have found this to be a

source of confusion for land owners, builders and designers.

CONCLUSION and PROCESS:

As the District develops a clearer picture of its long term financial balance, it would be an advantage for water servicing decisions to be separated from growth management policies. To achieve this, it may be timely for Council to consider clarifying and strengthening the District's growth containment policies as they affect rural lands. Should Council support further exploration of this policy direction, staff recommend that additional changes be considered within the zoning for rural lands, including the option of a carriage house accessory dwelling and housekeeping amendments. If Council is supportive of this approach, draft bylaw amendments would be developed for consideration at a future Planning and Development Committee meeting, along with recommendations for a process of public consultation. Staff also recommend that this report be forwarded to the Advisory Planning Commission for discussion and comment.

Respectfully submitted,



Bruce Greig, mcip, bcsl
Director of Planning & Building Services

I concur with the recommendation contained in this report.


Rosalyn Tanner
Director of Finance

I concur with the recommendation contained in this report.


David McAllister
Municipal Engineer

Administrator's Recommendation:
I concur with the recommendation contained in this report.


Patrick Robins
Chief Administrative Officer

Attachments:

Appendix 'A' – excerpt from Water Master Plan showing existing water service infrastructure, modified to indicate Urban Settlement Area boundary.

