



Official Community Plan Review Background Research Report

February 2021



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1. INTRODUCTION

The District of Central Saanich (the District) is reviewing and updating its Official Community Plan, which was adopted in 2008. In support of that process, the project team conducted background research to better understand the community context. This report provides an overview and summary of information from that background research on a variety of topics related to the OCP review and update.

1.1. WHAT IS AN OCP?

The Official Community Plan (OCP) presents the long-term vision for the community, setting out objectives and policies that guide planning and land use management decisions. It is the roadmap for our collective path forward and sets a foundation for us to respond to the challenges of the future and welcome new opportunities for the next several decades.

The OCP helps us to address topics like:

- Agriculture
- Arts, culture, and heritage
- Community services
- Economic development
- Environment and climate action
- Growth, housing, and development
- Parks and trails
- Transportation and infrastructure

The Plan is an essential guide to residents, landowners, businesses, community organizations and governments that may be contemplating any changes related to land use, building and property services in Central Saanich. Once the plan is adopted by Council, all decisions made by the District of Central Saanich must conform to the plan. This includes decisions about zoning, subdivision, density, services, and capital spending. In this way, the plan provides a high degree of predictability for residents, businesses, neighbouring municipalities and First Nations, as well as other levels of government.

The OCP, however, does not commit or authorize the District to proceed with any project specified in the plan. Achieving the policies of the plan will be determined by future decisions of Council regarding priorities, funding, and implementation.

1.2. WHY ARE WE UPDATING THE OCP?

Since the adoption of the current OCP in 2008, many new plans, studies and best practices focused on the Keating Business District, housing and densification, active transportation, neighbourhood design, climate action and more have been developed to guide different aspects of Central Saanich. While the current OCP has served the community well, an update is required to ensure that it continues to reflect the District's evolving context. Updating the OCP will build on the solid foundation of previous plans and create a relevant and coherent vision for the District that embodies current values and priorities, addresses local and trending issues, and prepares the community for challenges and opportunities that lie ahead.

1.3. OCP UPDATE PROCESS

As with previous updates to the OCP, this review and update will involve extensive public and stakeholder engagement, background research, and technical analysis.

Updating the OCP means thinking forward as a community about how we can preserve the elements of the community that we love and make improvements to others. Over the next year or so, residents, business owners, property owners, renters, community organizations, institutional stakeholders, local First Nations, Ministries from other levels of government, and all others who live, work and play in Central Saanich will have an opportunity to shape the new OCP.

The process will progress through the four phases described below, each comprised of specific activities and opportunities for engagement. In-person engagement activities will be conducted to comply with COVID-19 safety guidelines. Online and take-home opportunities will be available to minimize risk and provide a variety of ways for residents and others to engage. More information about engagement can be found in the Engagement and Communications Strategy, which was endorsed by Council in December 2020.

The following diagram provides an overview of the process:



In **Phase 1** we will undertake the pre-planning work essential to project success, allowing us to confirm the work and adapt the work plan, develop a customized engagement strategy and identity for the project, and conduct background research to understand the community context.

In **Phase 2** we will explore the current OCP and identify its strengths and its weaknesses with respect to what the community of Central Saanich wants to become in the future.

In **Phase 3** we will test policy options and directions with District staff, the Advisory Committee, Council, community stakeholders and the public after putting together a first draft of the OCP. Through testing, we will move from exploring emerging themes to establishing emerging concepts and drafting policies.

In **Phase 4** we will make final adjustments to the OCP based on all the feedback we have received from the community, District staff, the Advisory Committee, and Council. The OCP will then be taken through a bylaw adoption process in accordance with the Local Government Act.

2. CENTRAL SAANICH COMMUNITY PROFILE

2.1. A BRIEF HISTORY OF CENTRAL SAANICH

2.1.1. THE TSAWOUT AND TSARTLIP FIRST NATIONS

The Tsawout and Tsartlip First Nations have a rich cultural and spiritual connection, extending back in time thousands of years, to the lands now known as the Saanich Peninsula. The Brentwood Bay and Saanichton Bay areas were, and continue to be, integral to the cultural, spiritual, and economic wellbeing of the First Nations.

The beliefs of the Tsartlip and Tsawout people are inextricably linked to the land and surrounding natural systems; the four winds, the trees, the birds, the animals, and the fish were all people, long ago. Nature, animals, fish, fire and water are imbued with spiritual values that are honoured for their power to heal, give life, provide bounty, and provide guidance through life. The Tsartlip and Tsawout First Nations have a strong, distinct sense of community. The common focus of the Nations is to maintain and restore their rich cultural heritage.

2.1.2. EUROPEAN COLONIZATION

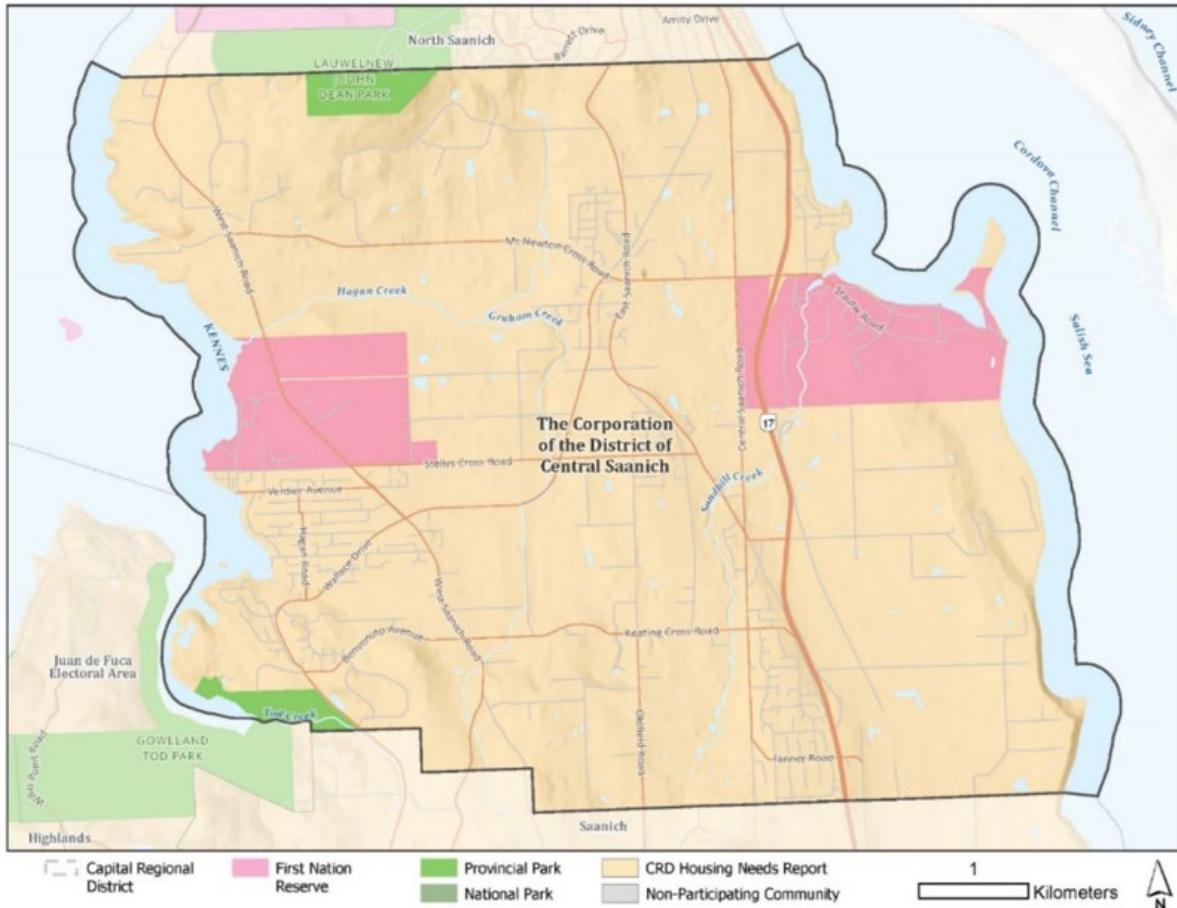
The first European settlers arrived in what is now Central Saanich in 1855. The first three families were the Lidgates, the McPhails and the Thomsons. The Lidgates' cabin (1858) and Bannockburn (1869) are still standing today. In fact, their construction at the base on Mt. Newton led to a roadway connecting East and West Saanich roads.

The early settlers were mostly farmers who appreciated the land's fertile soil and grew hops, fruit, hay, grains and berries. There was also some logging and fishing. In the early days of settlement, the journey to Victoria was a four-day canoe trip around the Peninsula.

Robert Pim and Jennie Butchart opened a large limestone quarry and cement plant in 1904 (where Butchart Gardens is located today). The BC Cement factory supplied international markets with cement by way of a barge from Tod Inlet around the Saanich Peninsula and into Victoria's Inner Harbour. The factory closed in 1916, but tiles and pots continued to be manufactured on the site until 1950. Mrs. Butchart started her ambitious beautification of the property with the Sunken Garden (originally the limestone quarry) and the gardens bloomed from there and were soon an international destination. Today, it is a National Historic Site of Canada.

2.1.3. INCORPORATION

Figure 1. Map of Central Saanich



The Corporation of the District of Central Saanich was incorporated on December 12, 1950, and the Central Saanich Fire Department and Municipal Police Department were added in 1951.

Tsartlip and Tsawout are part of the Corporation of the District of Central Saanich Letters Patent, the document giving legal status to the municipality, a unique inclusion within British Columbia and in Canada.

Today, thanks to the efforts of Central Saanich residents, including the Tsawout and Tsartlip First Nations, the history of Central Saanich lives on.

2.2. PLANNING HISTORY OF CENTRAL SAANICH

In 1950, Central Saanich separated from the Municipality of Saanich in order to protect its rural heritage. In 1956, a Zoning Bylaw was introduced to regulate land uses. The District adopted its first Community Plan in 1979; this followed the creation of the Agricultural Land Reserve in 1973.

Previous Central Saanich OCPs (1979, 1985, 1990 and 2008) set out policies that supported a compact community with pedestrian-oriented settlement, protection of agricultural areas and rural character, housing choice for a full range of income and age groups, and developing a base of industrial

employment. Previous OCPs focused on protecting the District's marine shorelines, inland wetlands, creeks and streams, and wildlife habitat. The importance of making land use decisions based on the natural features and capabilities of the land was also stressed. Improved public transit, safe and convenient systems for pedestrians, cyclists and equestrians, and a road system which minimizes the impact of auto travel on the community have also been key tenets of past OCPs.

Changes to the Municipal Act preceding the 1990 plan allowed the District to designate certain areas of the municipality as "Development Permit Areas" because of their environmental sensitivity or for reasons related to "form and character" of multi-family, commercial and industrial areas.

The 1999 plan was an update of the 1990 plan and as a result, had its foundations in the previous plan. However, the 1999 plan represented a departure from its predecessor in that it set out a long-term vision for Central Saanich that included a fundamental philosophy and a companion series of 16 fundamental principles based on the Community Goals of the 1990 plan. The plan further differentiated from its predecessors in that it addressed economic development, through policies related to the continued diversification from its agricultural roots, and social well-being, through the introduction of policies related to fostering 'complete' and diverse communities that allow for aging in place by ensuring housing affordability and choice along with a range of community support services.

The 1999 plan also included a housing capacity analysis, which concluded that there was sufficient residential capacity (under zoning and OCP policy at that time) to satisfy housing needs until approximately 2015. This was premised on a growth rate of approximately 70 new dwellings per year, which had been the average between 1991 and 1997. As a result, the 1999 plan did not include any significant changes to land use or the Residential Settlement Area boundary.

In May 2002, Development Permit Area Guidelines were adopted as part of the Brentwood Bay Area Plan. In July of 2005, an amendment was adopted to incorporate the Regional Context Statement into the text of the OCP (bylaw 1528).

The "Residential Settlement Area" and "Keating Industrial Area" shown on the Land Use Plan in the 1999 OCP, was the basis of the "Urban Containment & Servicing Boundary" established in the Regional Growth Strategy. These lands - including Brentwood Bay, Saanichton, Turgoose Point, Tanner Ridge and the Keating Business District - are now referred to in the current 2008 plan as the "Urban Settlement Area".

The 2008 plan explicitly addresses the concepts of sustainability and climate change and focuses on several other key issues including housing affordability, an aging population, the capacity for new residential growth, protecting biodiversity, the importance of agricultural lands and local food systems, social diversity, and the relationship with First Nations.

Recently, the District has been working on a range of projects that will support the OCP Review, including the Residential Infill and Densification Study, Active Transportation Plan, and Saanichton Village Design Plan. Similarly, there are a variety of other plans that have been developed since the current OCP was adopted that would also contribute to the review process, such as the Keating Business District Implementation Plan and the Climate Leadership Plan. These initiatives are the building blocks for the OCP, and the District will work to ensure that what we heard as part of these processes informs the OCP review – and vice versa.

The review of our OCP may identify new priorities that require us to update current policy. As this project concludes, those changes will be brought to Council. Until that time, existing policies guiding our evolving community will remain in effect.

2.3. REGIONAL CONTEXT

2.3.1. REGIONAL GROWTH STRATEGY

Central Saanich is part of the Capital Regional District (CRD), which is comprised of 13 municipalities and three electoral areas.

The CRD adopted the current Regional Growth Strategy (RGS) in 2018. The RGS is a vision for the future of the region, guiding decisions on regional issues such as transportation, population growth and settlement patterns. The RGS promotes the long-term livability of the region with policies intended to enhance social, economic and environmental performance. It illustrates how communities across the CRD will work together to enhance the quality of life for the region's residents.

The RGS includes population, dwelling unit and employment projections that were all updated in 2019, an urban containment boundary, and a growth management concept that outlines large centres and smaller community nodes for the region.

VISION FOR THE REGION

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

OBJECTIVES FOR THE REGION

The RGS has ten objectives:

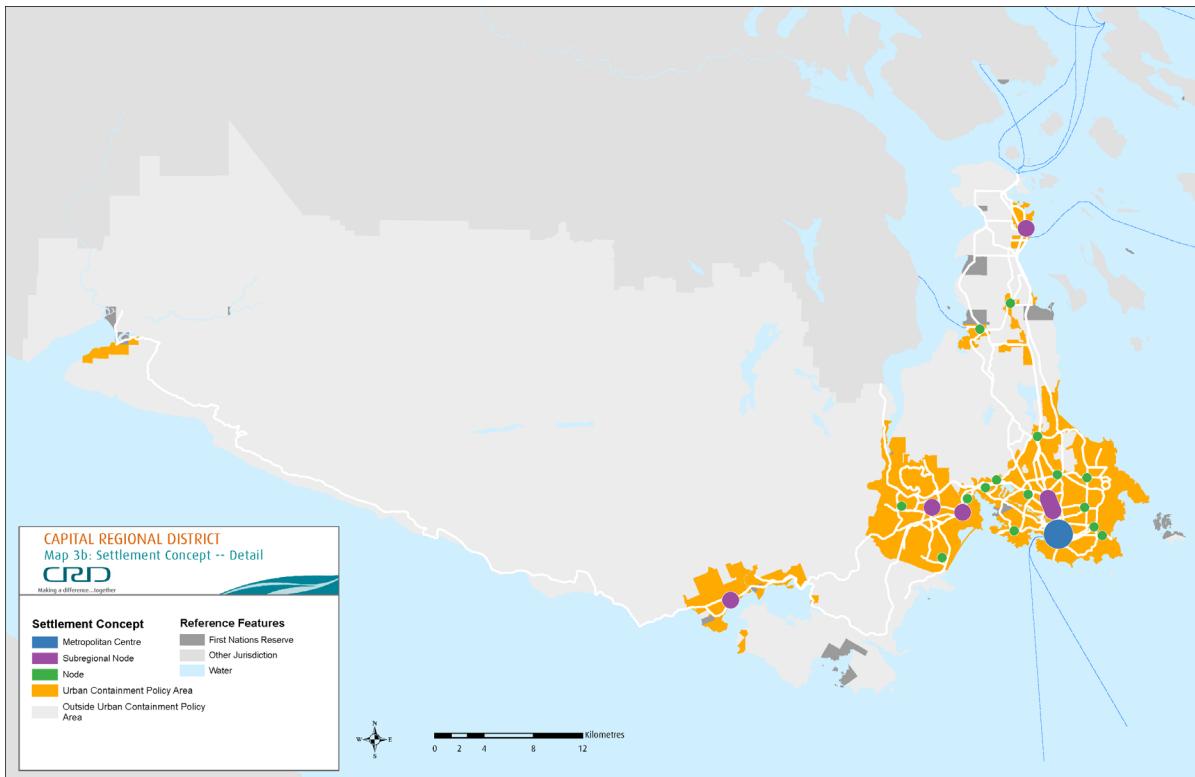
1. Significantly reduce community-based greenhouse gas emissions.
2. Keep urban settlement compact.
3. Protect the integrity of rural communities.
4. Protect, conserve and manage ecosystem health.
5. Deliver services consistent with RGS objectives.
6. Create safe and complete communities.
7. Improve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

MANAGING AND BALANCING GROWTH ACROSS THE REGION

The CRD outlines an Urban Containment Policy Area within the RGS. This policy area aims to keep urban areas compact and to keep growth largely contained within its boundaries. Keeping urban settlement compact supports the development of a connected network of centres that are “complete communities” served effectively by express-bus transit. Complete communities are walkable, bikeable and transit-focused areas with a mix of housing, employment, services and public open space.

Urban settlement within the Urban Containment Policy Area Boundary includes a range of uses, development types and densities, from single detached residential neighbourhoods to mixed-use centres. 95% of the region's new dwelling units are intended to be accommodated within this area. Planned growth and major new transportation infrastructure investments will be encouraged to align with the settlement concept shown in *Figure 2*. Municipalities determine the precise land use, intensification, density, servicing and connectivity requirements through local planning and regulatory processes.

Figure 2. RGS Settlement Concept



Three types of urban centres are described in the settlement concept. These are nodes, sub-regional nodes, and metropolitan core.

Two of the nodes identified in the RGS are located within Central Saanich; Brentwood Bay and Saanichton. The scale and intensity of development in a node supports local-serving employment, commercial and community services and serves as a destination for residents proximate to the node. Surrounding areas feature residential uses of varying densities.

The nearest sub-regional node is located in the Town of Sidney, which serves as a commuter destination for the Saanich Peninsula sub-region with a higher scale and intensity of development, surrounded by a greater mix of uses and higher density residential development.

VISION FOR CENTRAL SAANICH

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

2.4. LAND USE AND ZONING

2.4.1. CURRENT OCP OVERVIEW

Central Saanich's current Official Community Plan was adopted in 2008 and includes:

- Long-term vision statement and fundamental planning principles
- Planning background, history and community context
- Objectives and policies for a variety of topics, including agriculture and rural lands, residential growth management and housing, economic development, parks, recreation and open spaces, environment, heritage and community, transportation and municipal infrastructure
- Objectives and policies for land use designations
- 11 Development Permit Area Guidelines, including for form and character and environmentally sensitive areas
- Regional Context Statement
- Land Use Plan and Parks & Open Space Plan as Schedules

2008 OCP VISION STATEMENT

There is nowhere else like Central Saanich. Areas of great natural beauty, rolling rural landscapes, active agriculture and defined settlement areas co-exist in harmony with one another - all within a growing metropolitan region. This uncommon pattern is valued greatly by residents of Central Saanich, one that we need to protect for future generations. At the beginning of a post-industrial century, the community recognizes that there are changes on the horizon (climate change, regional population growth, transition away from fossil fuels) which must be managed. In spite of the difficulty in predicting these changes, a strong vision for the community is crucial to provide direction to address current and future community needs.

2008 OCP PLANNING PRINCIPLES

Fundamental to Central Saanich's Official Community Plan, and the objectives and the policies contained within, are 17 key planning principles that help guide and provide direction on land management issues within the community. These principles are:

- Support Agriculture
- Maintain Rural Character
- Use Limited Land Supply Wisely
- Manage Growth Carefully
- Provide a Range of Housing Opportunities
- Create Walkable Neighbourhoods
- Address the Causes and Impacts of Climate Change
- Support Economic Development
- Facilitate a Sense of Community
- Protect and Enhance the Environment, Biodiversity and Natural Ecosystems
- Protect Water Quantity and Quality
- Protect Diverse Heritage
- Ensure Transportation Systems for All
- Protect Infrastructure Investments
- Respond to Changing Social Needs
- Support Community Involvement
- Foster Strong Relations

2.4.2. LAND USE

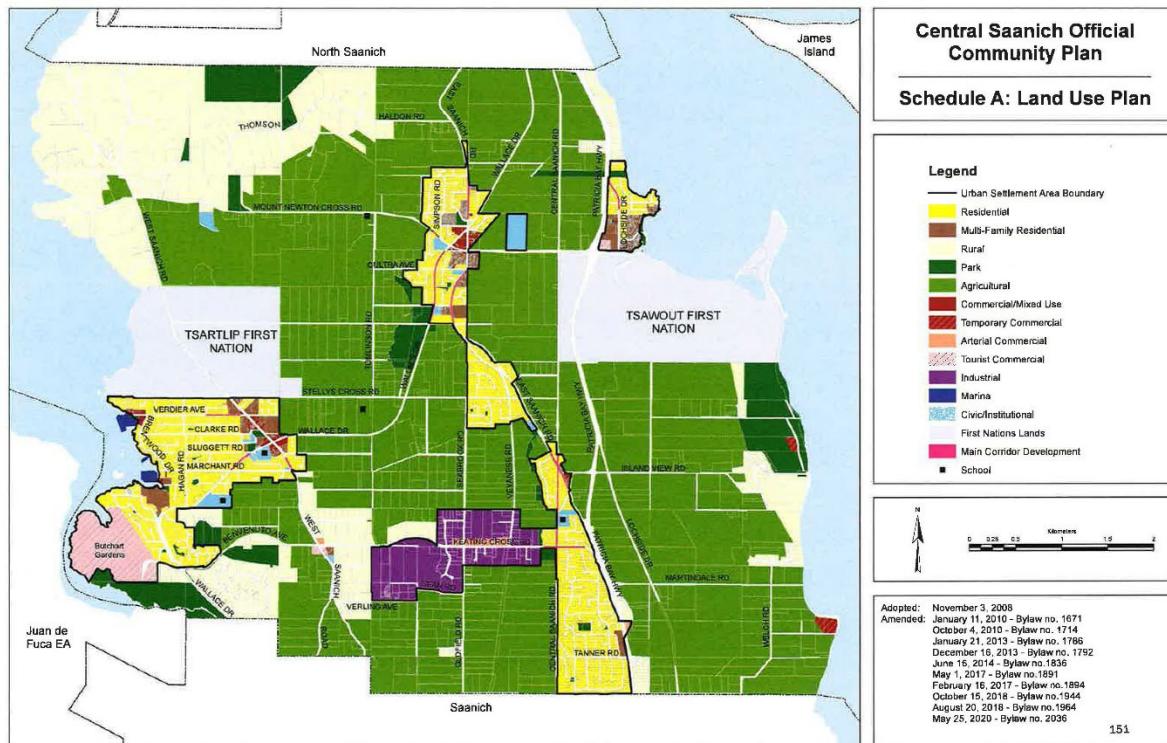
In an OCP, each property is given a "land use designation" (as shown in *Figure 3*). This determines the general expectation for future use and density of property within a municipality.

The intended uses for each designation include:

- *Agriculture*: Farming and agriculture operations primarily within the ALR
- *Rural*: Unserviced, large, rural residential lots
- *General Residential*: Detached residential dwellings, duplexes, and small-scale multi-unit typologies on municipal services and located with the Urban Settlement Area
- *Multi-family Residential*: Attached residential dwellings including row houses, townhouses, apartments and licensed residential care facilities
- *Commercial/Mixed-use*: Includes commercial uses and generally would be mixed-use buildings that have both residential and commercial uses
- *Arterial Commercial*: Vehicle-oriented commercial uses suitable for location on a major highway or arterial road
- *Tourist Commercial*: Commercial uses strongly oriented towards the tourism economy (includes Butchart Gardens)
- *Industrial*: Light industrial and business park
- *Civic & Institutional*: Schools, hospitals, municipal buildings
- *Park*: Natural open green spaces, active recreational areas, trails and beach accesses

The updated OCP will maintain many of the existing land use designations. However, with the integration of new infill policies, rural and small-town character considerations, and others, the existing land use designations should be reviewed, refined and possible new designations added to more fully articulate and manage the challenge of future growth.

Figure 3. Central Saanich OCP Land Use Plan (Schedule A)

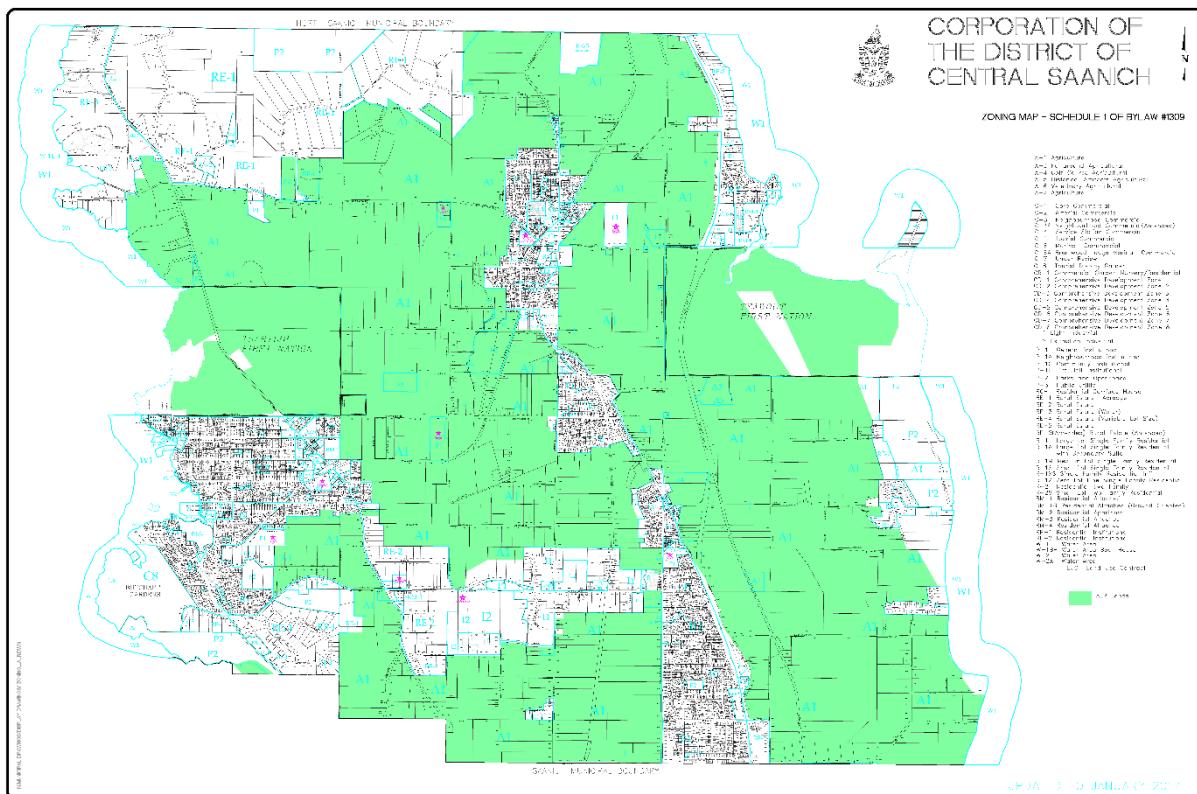


2.4.3. ZONING MAP

A property's existing zone is sometimes different than its intended land use, as it has not yet been updated to reflect the vision outlined by the OCP. Zoning designations provide more specific regulatory control of the land uses and density permitted, with multiple zones fitting within one type of OCP land use designation.

As shown in *Figure 4*, agricultural land comprises over 70% of the land base of Central Saanich with the vast majority within the provincial Agricultural Land Reserve (ALR). Even though agriculture has long played a key role in the District, it too continues to evolve; therefore, ensuring the OCP policies remain robust and respond to current demands or trends is important.

Figure 4. Central Saanich Zoning Map Illustrating the Extent of Agricultural Land in the District



2.5. DEMOGRAPHIC PROFILE

2.5.1. COMMUNITY SNAPSHOT

16,814 residents (2016)

6.8% population increase (between 2006 and 2016)

50.4 median age (2016)

\$86,626 median income (2015)

2.4 persons in average household (2016)

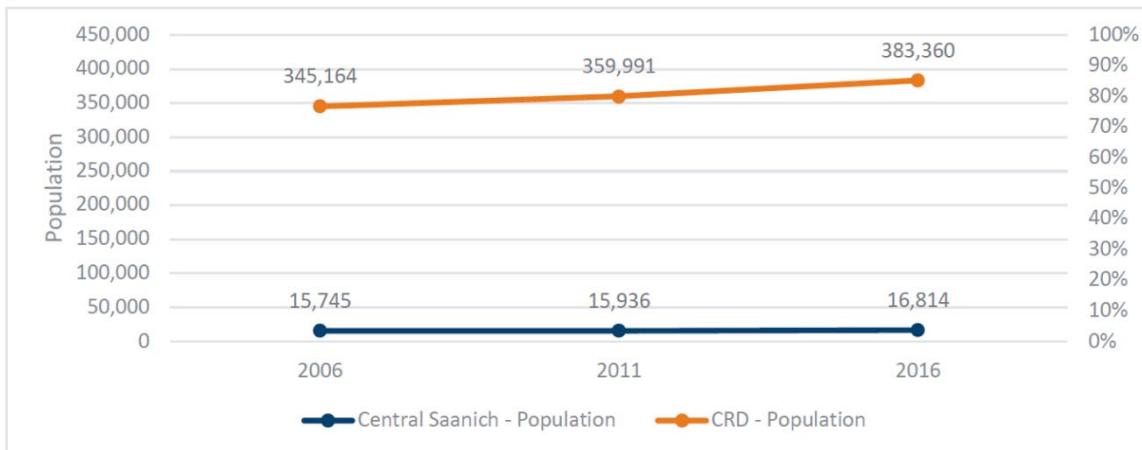
63.8% employment rate (2016)

2.5.2. COMMUNITY PROFILE

Central Saanich has grown slower than the CRD as a whole.

The population of Central Saanich grew by 1,069 residents, or 6.8%, between 2006 and 2016, a slower rate of growth compared to the CRD as a whole which grew by 11.1%.

Figure 5. Population Change in Central Saanich and the CRD, 2006-2016

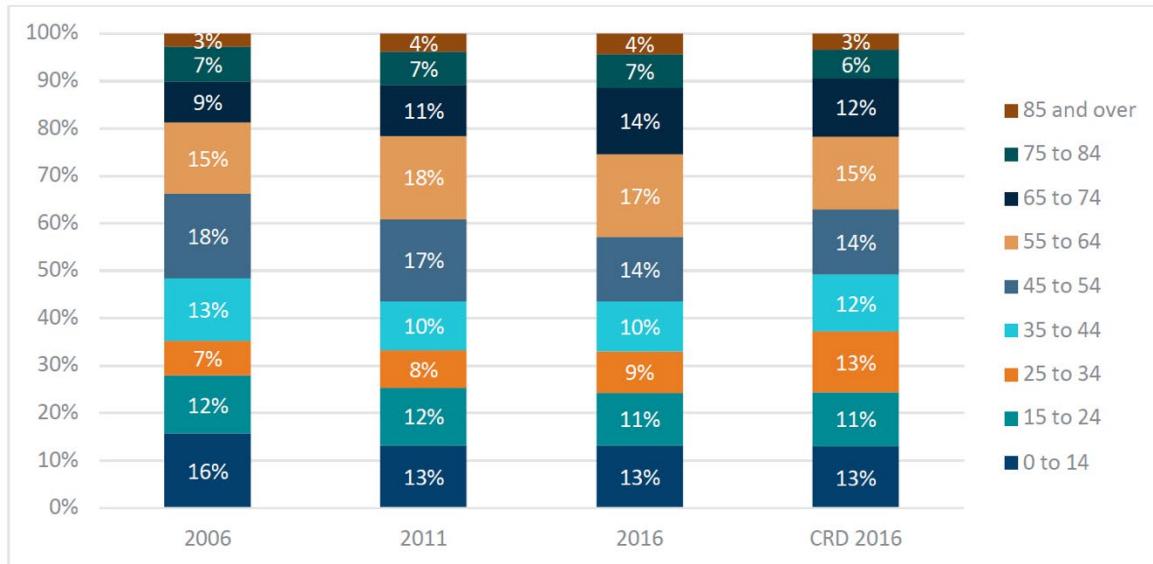


Source: Statistics Canada Census Program, Census Profiles 2006, 2011, 2016

Central Saanich is an aging population.

Between 2006 and 2016, the median age in Central Saanich increased from 45.8 to 50.4. In 2016, the median age in the CRD was 45.5. There were larger proportions of adults aged 55 and older in Central Saanich compared to the CRD average. Projections suggest Central Saanich could experience more rapid population growth in the future, primarily driven by growth in residents aged 75 to 84.

Figure 6. Age Distribution in Central Saanich and the CRD, 2006-2016

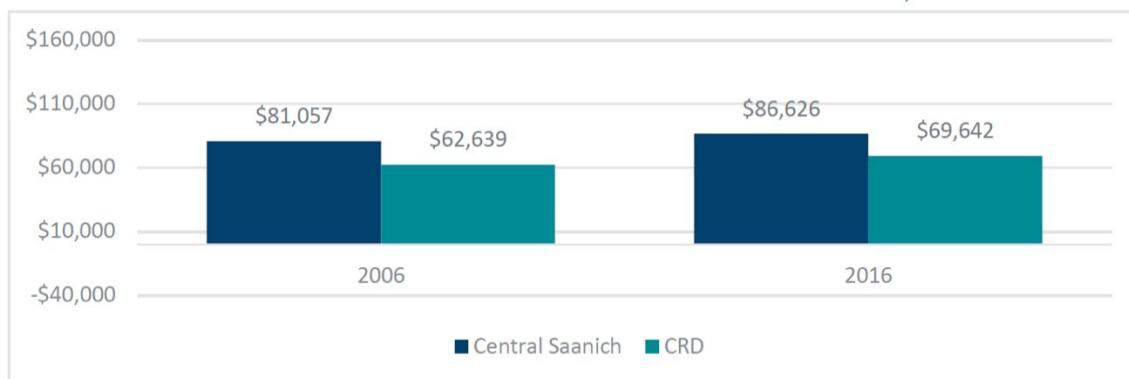


Source: Statistics Canada Census Program, Census Profiles 2006, 2011, 2016

Median income is higher in Central Saanich compared to the CRD as a whole.

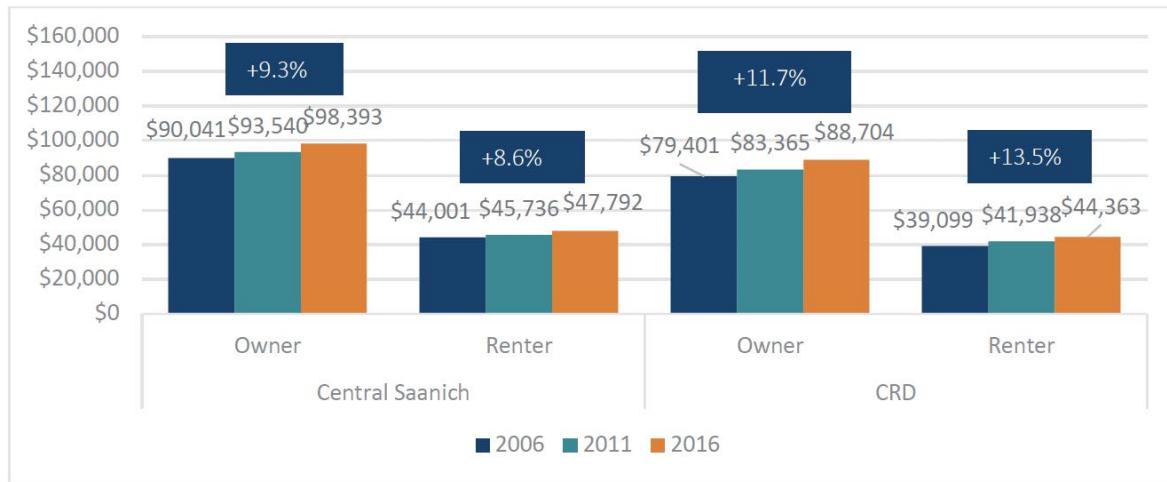
The 2015 median income in Central Saanich was \$86,626, which was approximately 24% higher than the CRD median income. Renter households reported incomes that were less than half that of owner incomes (\$47,792 versus \$98,393).

Figure 7. Median Before-Tax Private Household Income in Central Saanich and the CRD, 2006-2016



Source: Statistics Canada Census Program, Custom Data Organization for BC Ministry of Municipal Affairs and Housing

Figure 8. Median Before-Tax Private Household Income by Tenure in Central Saanich and the CRD, 2006-2016

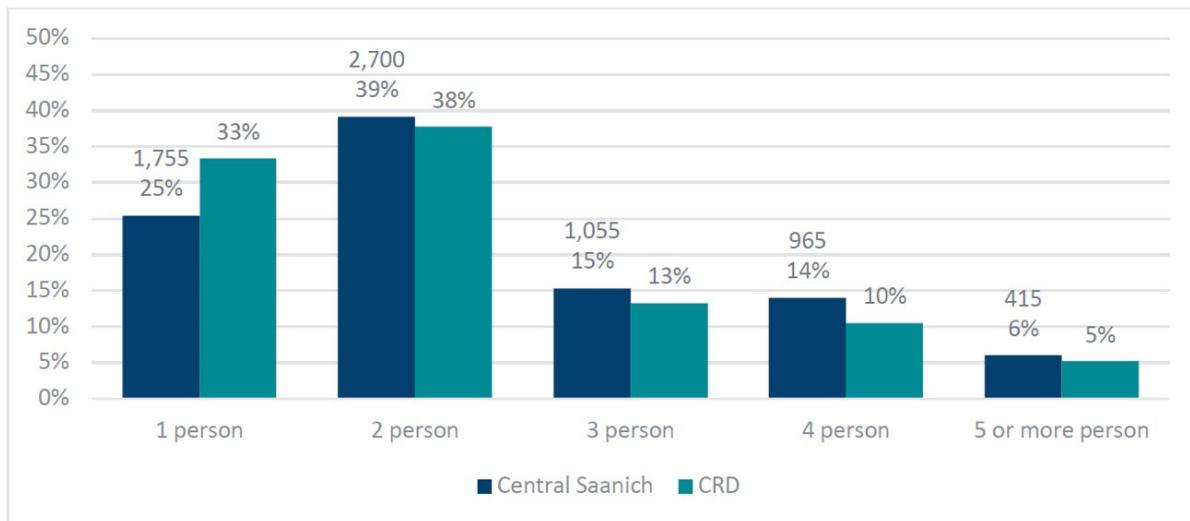


Source: Statistics Canada Census Program, Custom Data Organization for BC Ministry of Municipal Affairs and Housing

There is a high proportion of larger, family households in Central Saanich.

There were 6,890 households in 2016 with an average household size of 2.4 persons, which is slightly larger than the regional average of 2.2 persons per household. There are a higher proportion of larger households in Central Saanich compared to the CRD, with 35% of households having three or more people. Households with children are more common in Central Saanich, while individuals living alone are less common.

Figure 9. Households by Size in Central Saanich, 2016

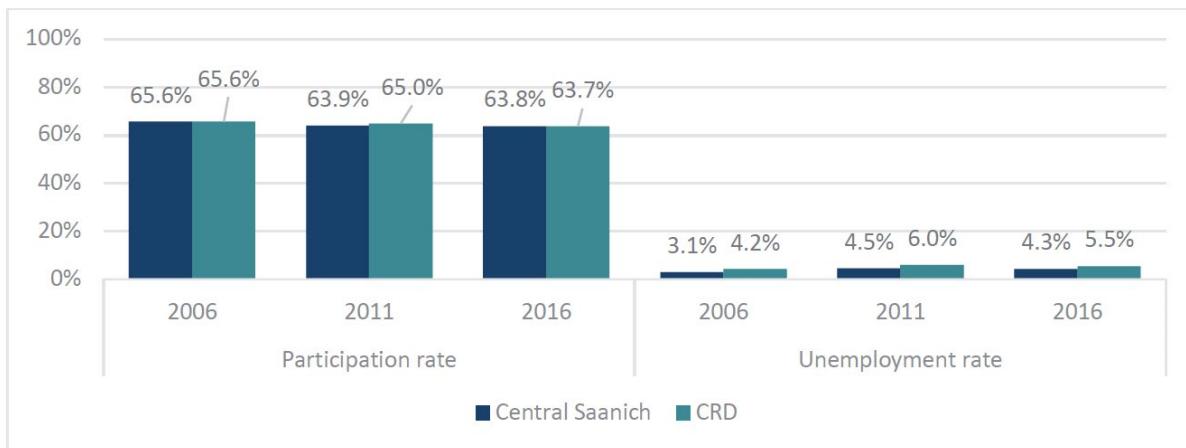


Source: Statistics Canada Census Program, Census Profiles 2016

Unemployment rates are lower in Central Saanich than in the CRD as a whole.

In 2016, the top industries for work for Central Saanich residents were healthcare and social assistance (12%), public administration (12%), retail trade (11%). This was followed by educational services professional, scientific, and technical services, and construction; 8% of residents were employed in each of these sectors. Between 2006 and 2016, the labour participation rate in Central Saanich fell slightly, while the unemployment rate increased.

Figure 10. Labour Participation Rate and Unemployment Rate in Central Saanich and CRD, 2006-2016

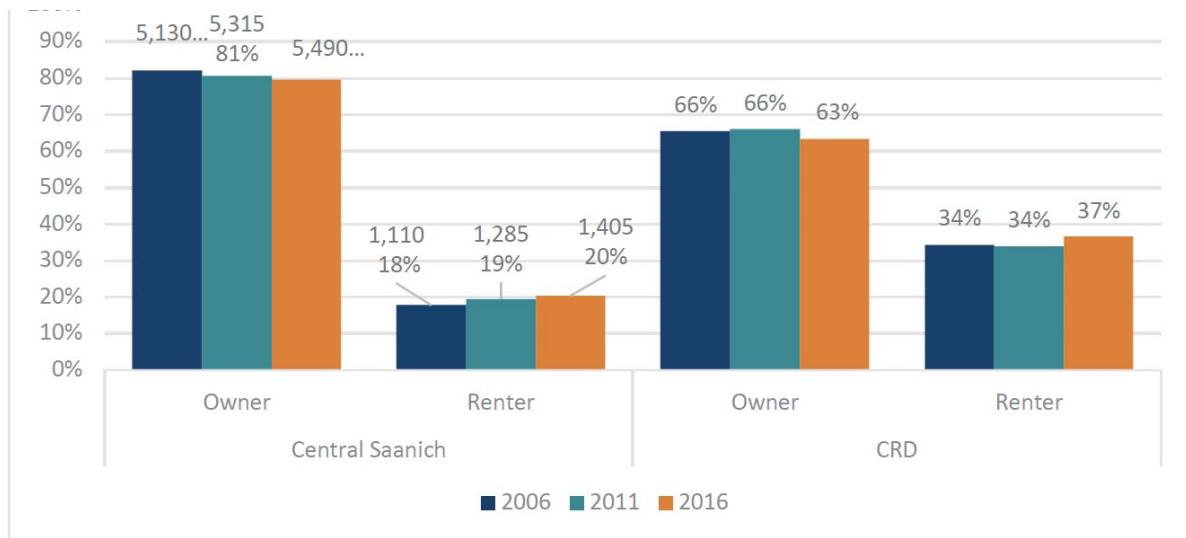


Source: Statistics Canada Census Program, Custom Data Organization for BC Ministry of Municipal Affairs and Housing

Renter households are increasing in Central Saanich.

Approximately 80% of households in Central Saanich own their home while 20% of households rent. However, the percentage of renter households is growing more quickly compared to owner households: between 2006 and 2016, the number of renter households increased by 27%, compared to 7% for owner households.

Figure 11. Households by Tenure in Central Saanich, 2006- 2016



Source: Statistics Canada Census Program, Custom Data Organization for BC Ministry of Municipal Affairs and Housing

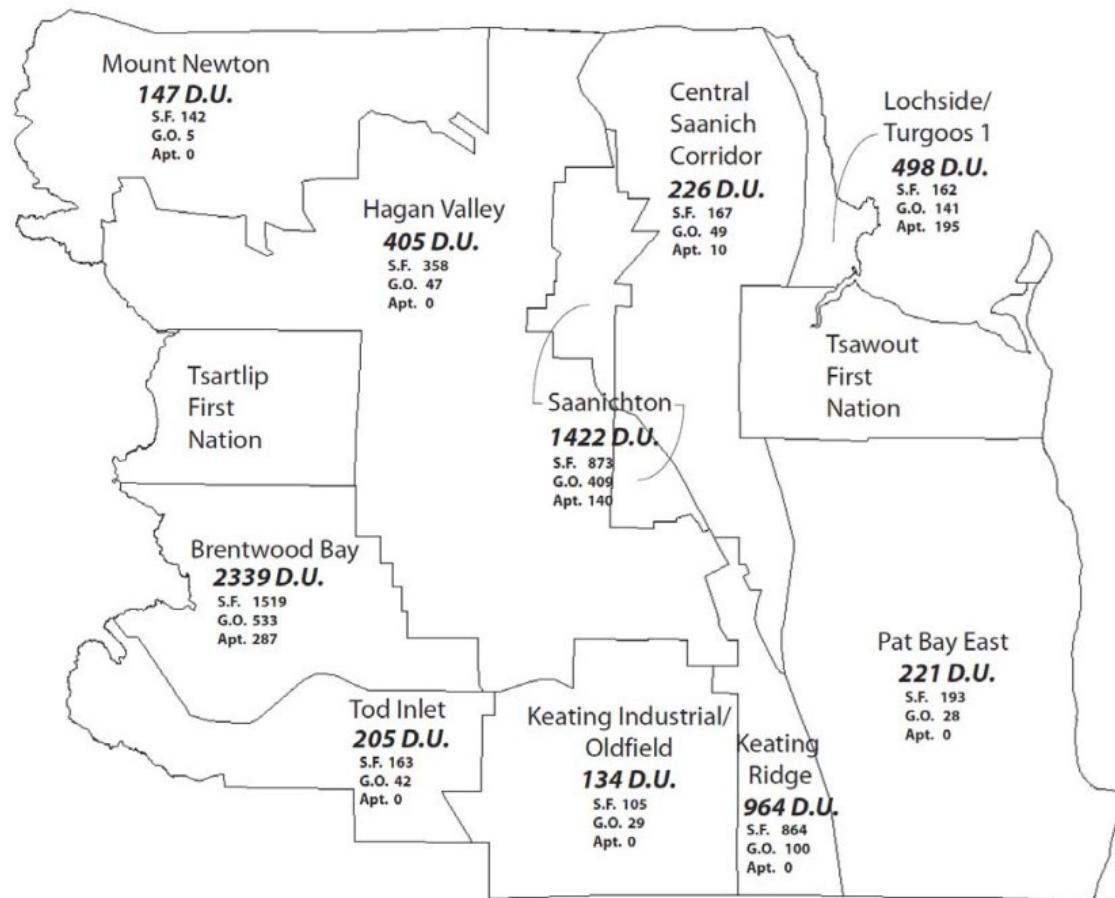
2.5.3. POPULATION DENSITY

Central Saanich has a total population of 16,490, distributed across the following areas:

- Brentwood Bay: 5650
- Saanichton: 3675
- Keating Ridge: 3275
- Lochside/Turgoos 1: 880
- Hagan Valley: 810
- Pat Bay East: 555
- Tod Inlet: 555
- Mount Newton: 380
- Keating Industrial / Oldfield: 355
- C. Saanich Corridor: 355

As shown above and in *Figure 12*, Brentwood Bay, Saanichton and Keating Ridge are the centres of higher population density in Central Saanich.

Figure 12. Residential Dwelling Units in Central Saanich by Census Tract Area



3. CENTRAL SAANICH BY TOPIC

3.1. JURISDICTION ON KEY TOPICS

Official Community Plans establish objectives and policies for a wide range of topic areas. Generally, objectives are applied to matters over which a municipality does not have jurisdiction while policies are applied to matters that are within a municipality's jurisdiction. The following section establishes the broad jurisdictional divisions between various levels of government and helps define where the District of Central Saanich has direct authority to apply policies. In matters where the federal government or provincial government hold jurisdiction, those regulations are paramount and local government policies must adhere to and be consistent with them.

3.1.1. FEDERAL GOVERNMENT

The federal government holds jurisdiction over important topics that impact local planning and development. This overlap of jurisdiction is most obvious in Central Saanich in cases of regulation of marine navigation (Transport Canada and the Coast Guard) and fisheries regulation (Department of Fisheries and Oceans, a.k.a. DFO) in watercourses and water bodies. The federal government also regulates many of the requirements related to temporary farmworker housing.

Beyond jurisdiction, the federal government plays a significant role in funding many of the aspects of an OCP. It provides many funding programs for expensive projects that local government budgets could not gain access to the necessary loans or funding sources to complete. Often, funding for these projects must align with the federal government's priorities and address topics like the climate crisis, social inequity, and economic development. Projects that receive funding include large scale infrastructure, transportation projects, ecological restoration, affordable housing, building retrofits, First Nation partnerships, agricultural innovation, and more. The Federal Gas Tax Fund is perhaps the most well-known program that provides financial support to local governments.

3.1.2. PROVINCIAL GOVERNMENT

The provincial government holds jurisdiction over additional matters that significantly impact local planning and development. These include:

- highway transportation infrastructure (Patricia Bay Highway 17), BC Ferries (Brentwood Bay Ferry Terminal), and BC Transit (Victoria Regional Transit System) services through the Ministry of Transportation and Infrastructure, a.k.a. MoTI;
- affordable housing (e.g., BC Housing);
- protection of riparian areas (e.g., Ministry of Environment and the Riparian Areas Protection Regulation); and,
- management of agricultural lands (e.g., Ministry of Agriculture and the Agricultural Land Commission).

Similar to the Federal government, the provincial government has significant access to funding and plays a role in financing important projects for local governments.

3.1.3. REGIONAL DISTRICTS

The Capital Regional District (CRD) provides regional decision-making on issues that transcend municipal boundaries to ensure the effective service delivery to residents. It incorporates 13 municipalities

(including Central Saanich) and three electoral areas. It plays a key role in the delivery of services including:

- Regional water supply
- Solid waste
- Wastewater treatment
- Regional parks
- Housing
- Recreational facilities

The CRD developed its latest Regional Growth Strategy (RGS) in 2018 which sets a vision and guides land use decisions for the region. When updating its OCP, Central Saanich must submit a Regional Context Statement to the CRD Board to describe how its OCP aligns with the RGS.

3.1.4. INCORPORATED MUNICIPALITIES

Incorporated municipalities like the District of Central Saanich are able to regulate land use and development through the use of OCPs and Zoning Bylaws. They also have the power to approve the subdivision of land. Planning and land use management in municipalities are regulated by Part 14 of the Local Government Act, which establishes the requirements for OCPs. These requirements include the need for:

- the approximate location, amount, type and density of residential development required to meet anticipated housing needs over a period of at least 5 years;
- the approximate location, amount and type of present and proposed commercial, industrial, institutional, agricultural, recreational and public utility land uses;
- the approximate location and area of sand and gravel deposits that are suitable for future sand and gravel extraction;
- restrictions on the use of land that is subject to hazardous conditions or that is environmentally sensitive to development;
- the approximate location and phasing of any major road, sewer and water systems;
- the approximate location and type of present and proposed public facilities, including schools, parks and waste treatment and disposal sites;
- housing policies respecting affordable housing, rental housing and special needs housing.
- targets for the reduction of greenhouse gas emissions in the area covered by the plan, and policies and actions of the local government proposed with respect to achieving those targets.

3.2. AGRICULTURAL AND RURAL LANDS

3.2.1. IN THE OCP

Section 3 of the 2008 Official Community Plan (OCP) provides policy direction about preservation of rural land, protection of community character and support for agricultural economic interests. Agricultural policy emphasizes support for sustainable and economically viable farming, and protection of agricultural lands from incompatible land uses. There is also an emphasis on preservation of rural character through the protection of rural land. Additional policies aim to promote environmental stewardship through implementation of environmentally considerate farming practices. The current OCP also includes a section on Agricultural Temporary Use Permit Areas (Section 11.11) which outlines policy relating to farm worker accommodations.

3.2.2. WHAT WE'VE HEARD SO FAR

AGRICULTURE

As agricultural land makes up so much of Central Saanich's land base, there is a need to ensure that it is healthy and thriving. There is ever-increasing demand for agricultural products both locally and regionally, and local food security is at top of mind for many. Agricultural land provides essential environmental benefits, and the proper stewardship of that land can result in many co-benefits between agricultural activity and ecological needs.

One of the biggest challenges faced by the agricultural community is managing water runoff from other adjacent land uses that results in flooding and poorer water quality. Another is the prevalence of underutilized agricultural land, which we heard was in part due to the high cost of industrial land in the region. The incremental impact of non-farm uses taking up agricultural land is seen as a significant challenge.

RURAL CHARACTER

Central Saanich has a unique community character, which is often referred to as "rural character". This term is not explicitly well defined, especially as it can be attributed in different ways to different communities. However, many of those that we met with referred to community features such as the relationship between compact villages, rolling hills, and agricultural lands. The feeling of the community, the atmosphere, a sense of authenticity, connection and belonging, close-knit, neighbourliness were often terms used to describe Central Saanich.

There is a great opportunity to better define rural character for Central Saanich through the OCP review process, to help understand what it means and identify ways to protect and enhance the qualities that make Central Saanich unique.

3.2.3. AGRICULTURAL AREA PLAN (2011)

DESCRIPTION

The Agricultural Area Plan is intended to assist with the implementation of agricultural policies contained in the municipality's current OCP and as identified in the District's Strategic Plan (2009). The Plan defines the municipality's role with respect to agriculture and identifies priority action areas necessary to support the viability of farming, guided by the OCP policies and bylaws. Six guiding principles emerged through community engagement to direct the Plan:

- Viable farming
- Sustainable farming operations
- Productive use of farmland
- Protection of the agricultural land base
- Agricultural land use flexibility
- Compensating farmers
- Bona fide agriculture

RELEVANCE TO THE OCP REVIEW

The current OCP provides substantial policy direction on agriculture and the Agricultural Area Plan outlines priority action items that Central Saanich can implement to support and strengthen existing policy. Some may require regional and provincial collaboration. First, second and third level priority objectives include:

- Reduce non-agricultural demand for farmland
- Enhance the viability of agriculture
- Increase farming access to farmland and agricultural resources
- Reduce urban-rural conflict
- Reduce wildlife-agriculture impacts
- Provide infrastructure support for agriculture
- Promote and increase public awareness for farming

3.2.4. CAPITAL REGIONAL DISTRICT FOOD & AGRICULTURE STRATEGY (2016)

DESCRIPTION

The Regional Food and Agriculture Strategy (RFAS) provides direction, recommendations, and associated actions to support the development and future success of food and agriculture in a way that is collaborative, strategic, systemic, and economically viable in the CRD. This document considers the entirety of the food system, from soil nutrient management to food waste management, and includes Indigenous perspectives.

RELEVANCE TO THE OCP REVIEW

The ten recommendations outlined in the RFAS are in line overall with existing agricultural policy. Specific recommendations that may be addressed in the updated OCP include:

- Supporting regional cross-sector relationships with regard to food and agriculture
- Supporting regional organic-matter recycling approaches that benefit food and agriculture
- Addressing drainage issues
- Addressing wildlife-agriculture conflicts
- Building meaningful relationships with Indigenous communities
- Supporting Indigenous food and agriculture-related activities, projects and events

3.2.5. PENINSULA & AREA AGRICULTURAL COMMISSION – 2018 ANNUAL REPORT

DESCRIPTION

The Peninsula and Area Agricultural Commission (PAAC) is an advisory committee with a mandate to advise the Municipalities of Central Saanich, Metchosin, North Saanich, Saanich, Sidney and the Juan de Fuca Electoral Area on matters involving agriculture, and to facilitate the development of programs for implementation of the Saanich Peninsula Agricultural Strategy objectives. The Annual Report summarizes the key accomplishments and significant projects completed by the Commission in 2018, as well as detailed financial statements and membership. The Report also includes more detailed reports pertaining to the following sub-committees:

- Farm Economics
- Agricultural Land Base
- Outreach and Education
- Water

RELEVANCE TO THE OCP REVIEW

While the report does not outline specific recommendations, it does highlight areas that the updated OCP may be able to address including:

- Cannabis production on ALR lands
- Fair allocation of farmland trust lands
- Support for emerging areas like grains and kiwi
- Geese and deer control programs
- Expansion of farming base
- Local livestock processing (i.e., abattoirs)
- Increased support for Farm Worker Housing

3.2.6. MINISTRY OF AGRICULTURE POLICY INTENTIONS PAPER: RESIDENTIAL FLEXIBILITY IN THE ALR (2020)

DESCRIPTION

The Residential Flexibility in ALR policy intentions paper outlines the Ministry of Agriculture's proposed policy direction to increase residential flexibility in the Agricultural Land Reserve (ALR), building on 2019 amendments to the Agricultural Land Commission Act, most notably mega-mansions and primary residence size, harmful fill in the ALR, and reunification of the ALR.

RELEVANCE TO THE OCP REVIEW

Currently, landowners may build a small secondary manufactured home in the ALR for immediate family without ALC approval and additional dwellings necessary for farming under approval of the ALC and local government. However, this allowance has only been extended through July 2021, based on current legislation.

The Ministry suggested changes to regulations that would allow for greater residential flexibility, namely enabling landowners in the ALR to have both a principal residence and a small secondary residence on their property, provided they have approval from their local government. This secondary residence would not need to be a manufactured home, or be for an immediate family member, or be part of a farming plan.

The Ministry of Agriculture paper outlines proposed policy direction only. No legislative changes have yet to be presented or adopted.

3.2.7. OFFICIAL COMMUNITY PLAN - AGRICULTURAL TEMPORARY USE PERMIT AREA (2020)

DESCRIPTION

The Agricultural Temporary Use Permit Area (section 11.10 of the OCP, Bylaw 1973) outlines the designation, justification, and general conditions for non-farm use of lands within the ALR. Generally, this bylaw exists to accommodate temporary farm worker accommodations. Approved use may not negatively impact the land or farm operation, nor neighbouring properties. Non-farm use is intended to support the farming community, ensure economic viability, and aid in diversifying farm operation.

RELEVANCE TO THE OCP REVIEW

The Agricultural Temporary Use Permit Area guidelines reflect a general agricultural community sentiment for increased dwellings for farm workers on farmland. Policy pertaining to farm worker accommodation should be further explored to continue supporting agricultural producers in Central Saanich.

3.2.8. SUMMARY OF KEY FINDINGS

The following topics warrant further exploration as part of the OCP review and update:

- Pursuing emerging agricultural areas: recognition and support for emerging sectors like wine and agritourism, as well as emerging crops
- Sustainably supporting cannabis production: ensuring that greenhouse-based and outdoor cannabis production does not negatively impact agricultural land
- Collaboratively addressing wildlife-agriculture conflicts: ensuring that crop depredation by deer and waterfowl is controlled and mitigated
- Expanding farming base: increasing the proportion of land designated for agricultural use as actively farmed land, and pursuing inter- and intra-sector relationships in support of that effort
- Strengthening rural land preservation: protecting rural and agricultural land and land uses from the effects of urban land uses and expansion
- Increasing support for Farm Worker Housing: continuing to pursue Agricultural Temporary Use Permit Areas to allow for approved non-farm use and farm worker accommodations
- Increasing residential flexibility in the ALR: developing broader allowances and reducing application requirements for secondary dwellings in ALR land

3.2.9. EMERGING ISSUES AND OTHER CONSIDERATIONS

Emerging issues and considerations related to agriculture and rural lands include:

- The incorporation of climate action into agricultural activity through measures such as carbon sequestration, habitat protection, and tree removal on farms;
- Management of events on farms associated with agritourism (i.e., weddings, cycle tourism, etc.) while supporting a diverse value-added agricultural and food economy to keep farms healthy and the next generation interested in food systems;
- Land match partnerships and innovative options to improve economic feasibility of farm operations that assist young farmers within the community and succession planning for the gradual transfer of family farms to the next generation;

- Establishment of buffer areas between farms and urban development that are effective in reducing potential conflict;
- Conservation of the heritage values of older farms and buildings; and,
- Gentrification of the working farmland through estate hobby farms.

The OCP should consider District-owned agricultural lands and policies for the long-term use of the lands, or the future development of management plans for the properties. District land holdings include Newman Farms and Maber Flats and many portions of the District road network are within the provincial ALR.

Although the District includes extensive agricultural lands, with a gradual increase in density within the Urban Settlement Area, it is expected that there will be an increased desire for community gardens. The role of community gardens in improving food security, providing healthy food options, and encouraging social interaction should be considered.

The District has undertaken a feasibility study for a local Food Hub in partnership with the provincial government to support agriculture.

3.3. JOBS & ECONOMY

3.3.1. IN THE OCP

The current OCP includes a range of objectives and policies related the future of economic development in Central Saanich. There is support for maintaining and enhancing the pedestrian-oriented commercial areas in Saanichton and Brentwood Bay while intensifying commercial and industrial activities in the Keating Business District. There is also general support for the diversification of economic opportunity, including agricultural and cannabis industry, home-based businesses, and live-work accommodation. Other objectives include limiting arterial commercial services that serve automobile-oriented commercial uses where appropriate, providing adequate protection for natural areas and amenities, specifically limiting marine-based development and improving the energy efficiency and performance of industry and business to reduce emissions.

3.3.2. WHAT WE'VE HEARD SO FAR

LOCAL BUSINESS AND ECONOMIC DEVELOPMENT

Central Saanich has a decent variety of local businesses for a community of its size. Supporting, frequenting, and promoting local businesses was mentioned by most of those that we spoke to. This was especially true given the impact of the COVID-19 pandemic on local businesses.

A strong local economy is an important part of building a vibrant and liveable community. Some opportunities for how the OCP can help contribute to a strong local economy is by exploring ways to expand housing choice to provide more workforce housing and to help employees and employers get to and from work through a variety of transportation modes (e.g., walking, cycling, transit, personal vehicles).

There is a desire for the District to play a more active role in supporting local economic development, potentially through helping to develop an economic development strategy for Central Saanich or for the Saanich Peninsula more broadly.

TOURISM

Despite the challenges of the COVID-19 pandemic, regional, provincial, national and global tourism is here to stay. The Saanich Peninsula has a lot to offer in terms of tourism; scenic views, long shorelines, rolling hills that are easy to traverse by bicycle, an abundance of agricultural land with several wineries, and major tourist destinations like The Butchart Gardens and the Victoria Butterfly Gardens.

There is an opportunity to help the tourism industry thrive in Central Saanich by clustering tourism-focused land uses, encouraging the development of hotel and other forms of accommodation outside of downtown Victoria, intercepting those travelling through the district from the Swartz Bay Ferry Terminal to elsewhere on the Island, and exploring the potential regional connections presented by the Brentwood Bay Ferry Terminal.

KEATING BUSINESS DISTRICT

The Keating Business District is a unique asset for Central Saanich, the Saanich Peninsula, and the South Island. The light industrial businesses in Keating help to diversify the job base, playing an important function for the health and vibrancy of the region. Many of those we spoke to suggested that the area had a lot of unrealized potential and that it could use more attention to better activate that part of the district.

3.3.3. KEATING BUSINESS DISTRICT IMPLEMENTATION PLAN (2017)

DESCRIPTION

The Keating Business District Implementation Plan (2017), supported by a market and business analysis, identifies strategies and actions for retaining, enhancing and growing the employment lands within the Keating Business District (KBD). The Plan outlines industrial and commercial area best practice, recommendations for policy, regulation and study initiatives, and capital projects, and funding and partnership opportunities.

RELEVANCE TO THE OCP REVIEW

The Implementation Plan includes a recommendation to update the District's OCP Industrial Development Permit Area guidelines for the Keating Business District to give guidance for potential added density and intensification of industrial development. This includes the development of cohesive "Keating Cross Road" streetscape and public realm guidelines and urban design requirements for the area. The Plan also recommends amending the current Land Use Bylaw to regulate existing zones within the KBD that consider the following:

- Addition of "Agricultural Related Industries" and "Daycares" as permitted uses for the current I-1 Zone Designation
- Density bonusing for Light Industrial Zone I-1
- New zoning for properties 2046 and 2070 Keating Cross Road

General objectives of the Implementation Plan that are relevant to the OCP review include:

- Protect industrial land for industrial uses in the KBD
- Prohibit residential development within the KBD, except for live-work opportunities
- Protect agricultural land from conversion other uses in the KBD
- Prioritize the intensification, not expansion, of retail and commercial use within the KBD
- Provide sufficient choices and supply of workforce housing
- Ensure adequate amenities and transit improvements to support development in the KBD and the larger community
- Demonstrate a commitment to green technology, food security, as well as social and environmental stewardship

3.3.4. SAANICHTON VILLAGE DESIGN PLAN (2020)

DESCRIPTION

The Saanichton Village Design Plan (2020) (SVDP) provides a 30-year vision and framework for future development in the mixed-use commercial area of Saanichton. The Plan aims to create a more walkable, mixed use neighbourhood with a greater mix of housing types, increased employment opportunities, better public spaces, and improved transportation options that prioritize accessibility and active transportation. The Plan includes policies for each planning foundation and both an implementation and financial strategy that outlines financing options for the District.

RELEVANCE TO THE OCP REVIEW

The Design Plan is intended to support the implementation of goals and objectives in the OCP. Key features of the village design concept are guided by OCP policy directions and include a more intensive mix of uses, a range of housing options, blue-green strategies, new public spaces and pedestrian

connections, “green” streets and intersections for all modes and parking that prioritises pedestrian comfort and safety.

SVDP’s Land Use Plan (*Figure 13*) provides direction for the future land uses on public and private properties in Saanichton.

Figure 13. Land Use Map from the Saanichton Village Design Plan



Ongoing, short, medium and long-term actions identified in the implementation strategy of the Plan that are relevant to OCP review include:

- Acquire and improve public open spaces and connections
- Redevelop village streets
- Improve transit infrastructure and service
- Develop a multi-use path on Mt. Newton Cross Road
- Develop parking cash-in-lieu policy and parking fund
- Undertake an intersection study
- Facilitate car share expansion

3.3.5. SOUTH ISLAND PROSPERITY PARTNERSHIP IMPACT REPORT (2020)

DESCRIPTION

The 2016-2020 South Island Prosperity Partnership (SIPP) Impact Report is a four-year organizational review intended to explore the future of the SIPP approach and inform the development of SIPP's next five-year Strategic Plan. The organization includes 65 public and private sector partners and aims to facilitate and promote the development of a strong, regionally diversified economy on South Vancouver Island.

RELEVANCE TO THE OCP REVIEW

Aligned with the OCP's goals about economic development, the SIPP adopted six statements of purpose:

- Diversify our regional economy to promote better job opportunities and increased quality of life
- Raise the region's profile as a location of choice for many new businesses
- Work collaboratively with First Nations to achieve economic reconciliation
- Maximize federal and provincial funding for regional economic development
- Support entrepreneurs and businesses to increase their ability to prosper and create jobs
- Collaborate with municipal economic development and regional trade association initiatives

The Impact Report highlights the regional economy's interconnectedness. Employment is not dependent on the location of residence as people commute from all over the region to their place of work.

3.3.6. SUMMARY OF KEY FINDINGS

The following topics warrant further exploration as part of the OCP review and update:

- Diversifying regional economic opportunity: identifying economic sectors to prioritise and exploring how infrastructure and land use can support growth in those sectors
- Developing unique commercial and industrial areas: intensifying industrial and commercial use in Keating Business District while supporting pedestrian-oriented mixed use and retail opportunity in Saanichton and Brentwood
- Considering impacts of a spread-out workforce: evaluating the environmental implications of commutes and exploring opportunities for employee supports, such as ride sharing or work force housing

3.3.7. EMERGING ISSUES AND OTHER CONSIDERATIONS

Emerging issues and considerations related to jobs and the local economy include:

- Increased industrial growth opportunities by improving commercial truck access to the Keating Industrial Area through the Highway 17 Keating Cross Road "Flyover" Overpass project;
- Economic trends and the role of a growing web-based economy, shared economy business model and continued growth in technology-oriented industries;
- Recognition of the existing small commercial nodes in the District and the opportunity they provide in creating a walkable community and supporting small local businesses, (i.e., base of Verdier Avenue, Island View at East Saanich Rd, West Saanich Rd at Keating Cross Rd, Turgoose);
- Industrial growth in the extraction areas once exhausted, and the potential for new extraction areas in the District; and,
- Growth of the Keating Business District, including its expansion options and densification options that do not negatively impact its industrial base, and others.

3.4. GROWTH AND HOUSING

3.4.1. IN THE OCP

The 2008 Official Community Plan (OCP) includes policies for growth management to ensure development opportunities are sustainable, enhance community character and support both agricultural and rural use. Additional policies support the creation of diverse, affordable rental and special needs housing to accommodate various housing needs of residents. There is also an emphasis on development types and settlement patterns that promote energy efficiency and reduce vehicle reliance to reduce the District's greenhouse gas (GHG) emissions overall. The current OCP highlights a shortfall of over 350 dwelling units, which will be addressed through a newly adopted Intensive Residential Development Permit Area designation.

3.4.2. WHAT WE'VE HEARD SO FAR

MANAGING GROWTH

In Central Saanich there is a perceived tension between managing and directing growth, while maintaining a lifestyle familiar to and valued by Central Saanich residents.

For some time, Central Saanich has taken a slow-growth approach to managing growth and development. That inclination remains today and is likely to continue.

Additionally, Central Saanich has very little undeveloped land available for development due to the urban containment boundary and that around 70% of land in the district is within the Agricultural Land Reserve.

Some of the challenges that we heard that related to growth included more traffic, less available parking, and less privacy.

The thoughtful management of growth, however, does present an opportunity to make better use of underutilized land. It will help to address many of the other challenges that we heard from stakeholders, including improving housing affordability and providing a greater mix of housing choice; enabling young adults, young families, and the employees of many local businesses to stay in the community; having a high enough population density to support local business; diversifying the local tax base in order to provide more and better community services; increasing ridership to justify more investment in transportation infrastructure, such as improving public transit service.

HOUSING AFFORDABILITY

The cost of housing in Central Saanich is very high. Many of those we spoke with mentioned that a lack of affordability is having a big impact on young adults and young families, local business employees and seniors who want to continue living in or move to the community.

One of the biggest opportunities for Central Saanich to address housing affordability is to integrate what the District learned through the Residential Infill and Densification Study and provide a greater variety of housing choice (e.g., secondary suites, carriage homes, duplexes, small lot subdivisions, townhouses, apartments, and small-scale multi-unit buildings).

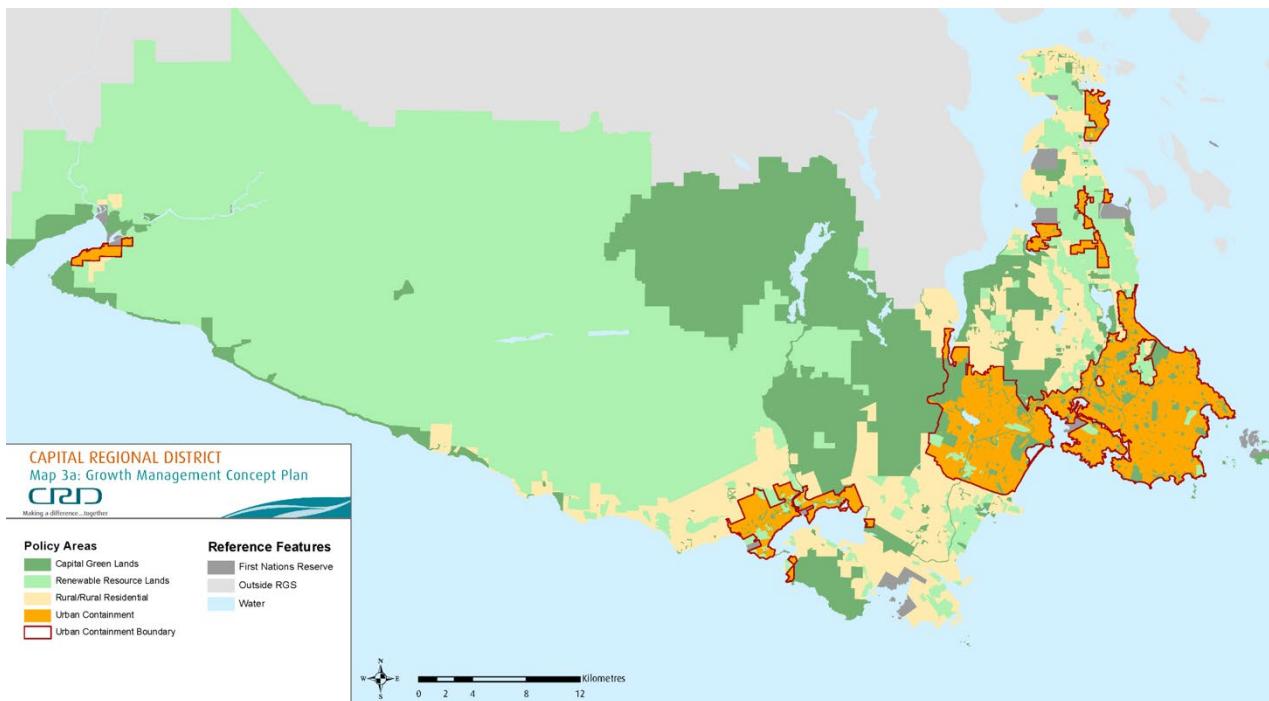
3.4.3. REGIONAL GROWTH STRATEGY URBAN CONTAINMENT BOUNDARY (2018)

DESCRIPTION

The Regional Growth Strategy is intended to identify human settlements that are socially, economically, and environmentally sustainable and that make efficient use of public facilities, land, and other resources to support and enhance regional sustainability and resilience. The Capital Regional District Urban Containment Policy Area includes residential, general employment, commercial and industrial lands, as well as other associated land uses.

Figure 14 provides details on the region's growth management concept plan delineated by the Urban Containment Boundary. This includes Central Saanich.

Figure 14. CRD RGS Growth Management Concept Plan



RELEVANCE TO THE OCP REVIEW

The Strategy reflects aspirations in the current OCP to pursue compact urban settlements that promote a diversity of affordable housing types. Additional policy recommendations provide an opportunity for the updated OCP to pursue more resilient development types in locations that mitigate hazards, improve multi-modal connectivity and promote complete communities.

3.4.4. DISTRICT OF CENTRAL SAANICH HOUSING NEEDS REPORT (2020)

DESCRIPTION

The Housing Needs Report (2020), housed within the broader CRD Housing Needs Assessment, provides information on housing needs across the housing continuum, including an estimate of the number and size of housing units required to address existing demand and future growth up until 2025. This report identifies gaps and opportunities in the housing sector based on existing local context and future growth projections. It is intended to inform the planning and development of housing, through local plans, policies, and the management of development.

RELEVANCE TO THE OCP REVIEW

The Report suggests that Central Saanich could experience increasing population growth in the future, driven primarily by older adults (75-84). As a result, various forms of supportive senior housing are needed. Accessibility is a constraint for seniors as well as those with disabilities and must be considered in new development. The Report also identifies affordability as a major barrier to housing, especially for renters. Encouraging the development of affordable purpose-built rentals is a priority, with an emphasis on family-sized, 3+ bedroom units. Based on the Report findings, there are five key areas of local need:

- Affordable housing
- Rental housing
- Housing for families
- Housing for people with disabilities
- Homelessness

3.4.5. RESIDENTIAL INFILL AND DENSIFICATION STUDY (2018)

DESCRIPTION

In spring 2018, the District began undertaking a Residential Infill and Densification project to inform future housing policy and guidelines specific to infill housing. As well as a review of existing zoning regulations, the infill study has looked at:

- Densification of village centres
- Small lot infill
- Duplexes
- Panhandle lot subdivisions
- Carriage houses/cottages
- Tiny houses
- Multi-unit up to 8

RELEVANCE TO THE OCP REVIEW

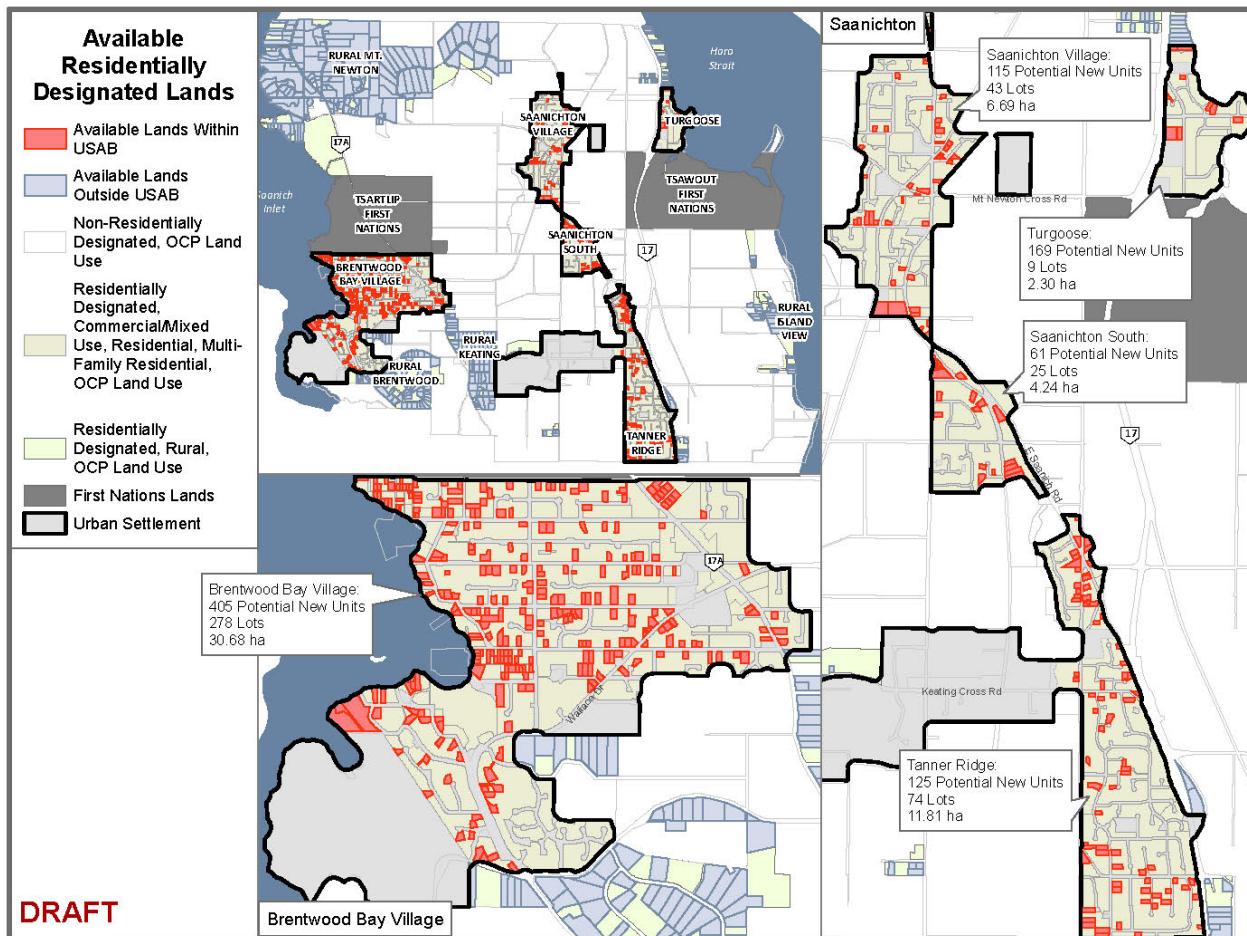
Ongoing community engagement produced the following proposed set of infill housing:

- Small lots and R-1XS
- Accessory cottages and carriage houses
- Panhandle lots
- Duplexes
- Pocket neighbourhoods and small-scale multi-unit
- Brentwood and Saanichton commercial cores

It is important to note that, based on land use policy interventions that allow for additional infill development along arterial streets, duplexes within mature neighbourhoods and townhouses in transition areas, there is infill development potential to accommodate up to 2,805 housing units within the Urban Settlement Area Boundary (USAB). This represented a surplus of additional housing units about the projected need of 1,249 units by 2036.

Figure 15 below shows potential areas for future housing capacity. The 2018 study advises that the map is intended to assist with high level analysis and the development potential of individual properties should not be assumed based on this map.

Figure 15. Available Residentially Designated Land



The project is currently in Phase 4, after which necessary bylaws will be adopted and included in the updated OCP.

3.4.6. BRENTWOOD BAY OPEN MOORAGE MANAGEMENT PLAN (2017)

DESCRIPTION

The Brentwood Bay Open Moorage Management Plan proposes a nominal rent tenure strategy to accommodate transient, permanent non-liveaboard and liveaboard moorage. This plan is intended help meet local moorage requirements in a manner that minimizes the impact of vessel moorings on the environment, commercial navigation, First Nations and recreational users of the waters of Brentwood Bay. The Plan includes information detailing location, site rationale, potential infrastructure improvements and environmental and socio-economic considerations.

RELEVANCE TO THE OCP REVIEW

Marine-based housing is not currently supported in the OCP unless low sewage impacts on the marine environment can be demonstrated. The existing OCP outlines information pertaining to the foreshore area of Brentwood Bay, designated as Marina, but does not speak to bay moorage.

3.4.7. SUMMARY OF KEY FINDINGS

The following topics warrant further exploration as part of the OCP review and update:

- Addressing housing scarcity: exploring opportunities to address the housing shortfall through land use designation changes
- Ensuring housing for those at risk of housing instability: encouraging the development of low-barrier, accessible housing for seniors, families, and those experiencing homelessness
- Increasing rental housing availability: exploring opportunities to increase purpose-built rental stock, with a focus on primary rental development
- Amending the applicable zoning and Marina Development Permit Area Guidelines: including provisions for transient and permanent moorage in Brentwood Bay including promotion of adequate marina sewage maintenance
- Pursuing marine housing: developing housing policy that supports temporary and permanent Brentwood Bay liveaboard moorage in an environmentally conscientious manner
- Promoting resilient infrastructure: exploring climate change-adaptive and risk-adaptive infrastructure and utilities, as well as avoiding locating new development in areas with high hazard associated, including seismic, flood, sea level rise and wildfire.

3.5. PARKS, TRAILS AND RECREATION

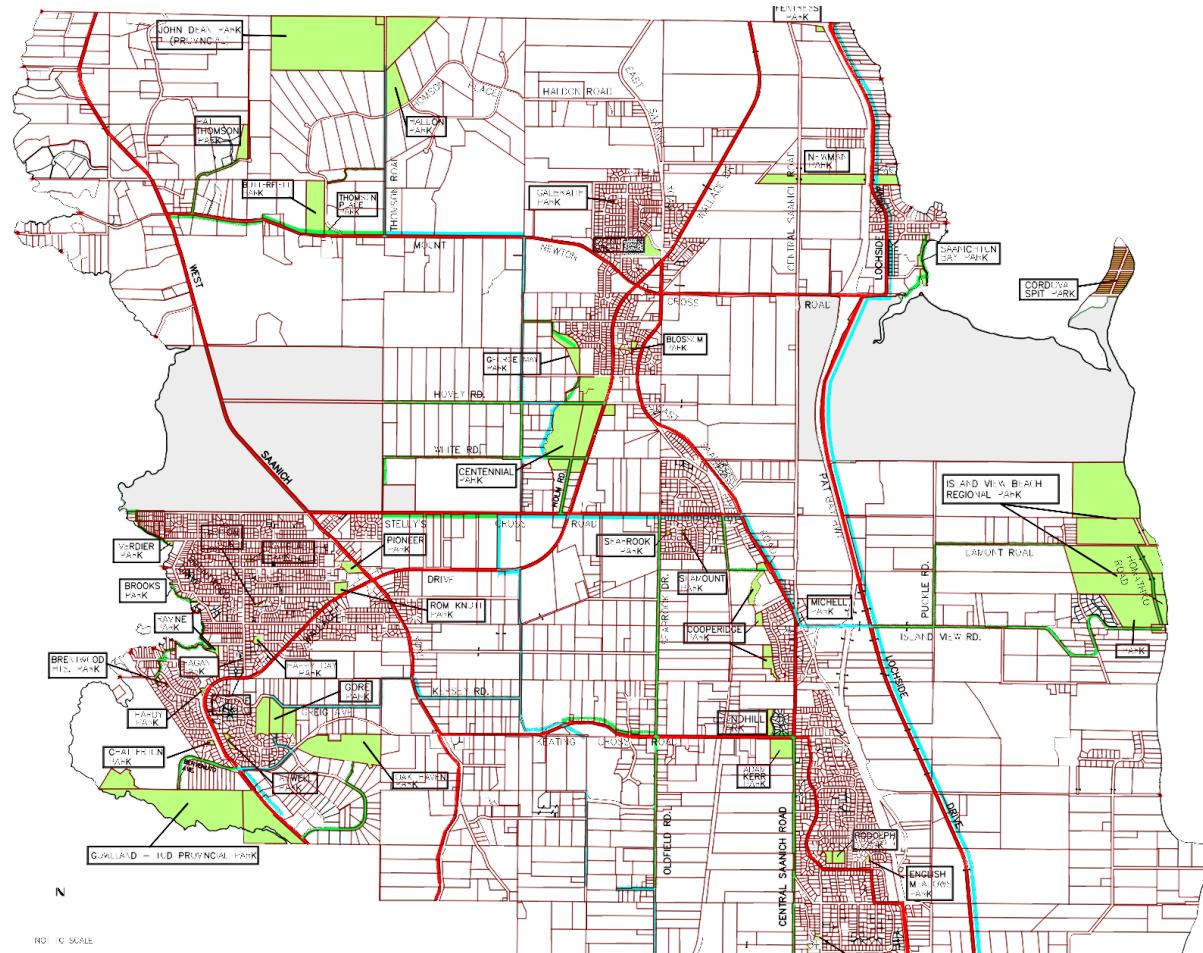
3.5.1. IN THE OCP

The current OCP details directions for the District regarding the protection and enhancement of public green spaces, including beach accesses. Currently park and open space areas are classified into ten sub-categories within three major categories: Municipal, Open Space, and Non-Municipal.

The District has recently initiated a 5-year Strategic Plan that will provide better long-term planning for recreation facilities and programming.

Current OCP objectives highlight the need to support a system of parks and open spaces that meets the needs of current and future residents, as well as protecting the environment. Objective policies emphasize supporting biodiversity, protecting environmentally sensitive areas, GHG emissions reductions and pursuing low-irrigation landscaping. There is support for improvements to trail safety and connectivity, locally and regionally, alongside a desire to identify parks and recreation upgrades and future acquisitions. Other objectives include minimizing impact on agricultural land, improving recreational access to the waterfront, and maintaining park safety and appeal. The District parks and trails map (*Figure 16*) provides an overview of existing green spaces.

Figure 16. District of Central Saanich parks and trails map, 2017



3.5.2. WHAT WE'VE HEARD SO FAR

PARKS AND TRAILS

Central Saanich needs a broader strategy for creating, maintaining, and promoting the use of parks. Parks play a crucial role in community development and contribute greatly to the health and vibrancy of the community. The District does not currently have recreational facilities beyond park infrastructure. Panorama Recreation Centre is a shared facility located in North Saanich that serves our residents. New facilities should consider the needs of the entire peninsula.

We also heard that it was important to complete connections across Central Saanich through the local trail network for both pedestrians and cyclists.

3.5.3. CENTRAL SAANICH PARKS AND OPEN SPACE MASTER PLAN: POLICY SUMMARY (1999)

DESCRIPTION

The Parks Master Plan Policy Summary (1999) is a critical review of the 1996 Comprehensive Parks and Open Space Master Plan recommendations. It details the following recommendations:

- Improved Parks and Open Spaces dedication, designation and classification system
- Prioritization system for beach access and open space sites
- Continued collaboration and partnership with key stakeholder groups
- Upgrades that promote cycling and sports
- Re-evaluation of fund management and procurement
- Establish an Open Space Upgrading Program in the Parks Department's Five-Year Capital Budget

RELEVANCE TO THE OCP REVIEW

The February 2010 Parks Inventory adopted the suggested classification structure for parks and open spaces, with an additional 1.2 hectares of land in the form of nature park. The current OCP recognizes the environmental and recreational value of parks and open spaces and could further strengthen the parks and open spaces dedication and designation process.

3.5.4. BEACH ACCESS REPORT (2001)

DESCRIPTION

The Beach Access Report is an assessment of the potential for public beach access development across 28 sites in Central Saanich and serves as a sequel to reviews prepared in 1985 and 1998. The potential was assessed based on cost, physical characteristics and public safety issues.

RELEVANCE TO THE OCP REVIEW

The need to expand opportunities for public access to the foreshore is recognized in the current OCP. These objectives are further supported in the District of Central Saanich Comprehensive Parks and Open Space Master Plan (1999). Since 1998, beach access has been improved at several locations, but there is a need to expand access due to the recreational and environmental value of these areas.

The current OCP recommends upgrading parks for universal accessibility where possible and ensuring safe access.

Further, in the current context of climate change and rising sea levels, policy around the requirement for beach access assessments at 5-year intervals would more accurately depict current needs.

3.5.5. FACILITY LONG-TERM ASSET MANAGEMENT PLAN (2015)

DESCRIPTION

The Facility Long-Term Asset Management Plan (2015) was commissioned by the District to measure and monitor anticipated expenses for maintenance and renewal of 12 District-owned buildings in Centennial, Rom Knott, and Verdier Park until 2035. This report is one of four reports that were intended to assist decision-makers to plan capital and operational budgets toward future investment in District owned buildings.

RELEVANCE TO THE OCP REVIEW

The current OCP indicates that planning for park upgrades and acquisitions should consider future costs. This policy should be expanded to consider park buildings such as a fieldhouses and washrooms. A commitment to restorative building maintenance would enhance parks buildings and prolong their use and enjoyment, with decreased long-term costs dependent on differences in construction, extent of utilities, size and occupancy.

3.5.6. CENTRAL SAANICH RECREATION NEEDS ASSESSMENT (2019)

DESCRIPTION

The Central Saanich Recreation Needs Assessment (2019) conducted by Panorama Recreation captured community feedback to better understand recreational needs in the community. The goals of the project were to review the current state of recreational programming in Central Saanich, identify specific programs and services of short and long-term interest, and identify facilities and amenities required to meet community needs.

RELEVANCE TO THE OCP REVIEW

The Central Saanich Recreation Needs Assessment identified a need for the expansion of programs and activities sought by a growing population across a spectrum of age groups. While the current OCP recommends incorporating the design and development of facilities for specific sports, it does not include sports highlighted in the Needs Assessment. There are several major actions recommended by participants in the assessment:

- Increase accessibility via active transportation
- Expand indoor and outdoor pickleball courts
- Expand disk golf facilities
- Development of a satellite recreational facility, potentially in Brentwood Bay or near Keating
- Development of an indoor and outdoor pool

3.5.7. SUMMARY OF KEY FINDINGS

The following topics warrant further exploration as part of the OCP review and update:

- Strengthening conservation of parks and open spaces through designation and funding
- Establish an Open Space Upgrading Program in the Parks Department's Five-Year Capital Budget
- Improve beach access and ultimately public enjoyment by prioritizing the upgrades of beach access at sites with public safety concerns
- Development of additional indoor and outdoor recreational facilities in strategic locations
- Encouraging restorative over preventative building maintenance to prolong building life

3.5.8. EMERGING ISSUES AND OTHER CONSIDERATIONS

The District should consider the two long-standing campgrounds that have operated under Temporary Use Permits for many years. The land use designations should be reviewed and potentially embedded into policy and regulatory bylaws. A third, smaller campground operates on ALR land and would continue to be authorized through Temporary Use Permits.

There are two significant CRD Regional Parks in the District: Island View Beach Park and the Lochside Trail. The OCP review should ensure policies align with the CRD Regional Trails Management Plan and seek opportunities to coordinate with neighbouring municipalities of Sidney and North Saanich to address potential improvements along this regional trail that serves all peninsula communities. Island View Beach includes one of the long-standing campgrounds discussed above.

There are two provincial parks that extend into the District: John Dean Park (that straddles the northern boundary) and Gowlland Tod Park (that straddles the southern boundary). Few changes to the use or level of development of these parks is anticipated. The potential risk of a wildland urban interface fire should be considered given their extensive forest landscape and relationship to surrounding lands. That portion of Gowlland Tod Park within the District includes historically used lands with access to Tod Inlet, and contains remnants of historic structures.

3.6. ENVIRONMENT AND CLIMATE CHANGE

3.6.1. IN THE OCP

Central Saanich is a community that is intrinsically associated with its natural environment. It is located on a peninsula and surrounded on two sides by the ocean with extensive and dynamic foreshore ecosystems. Intertidal ecosystems include rocky shorelines, low lying beaches and mudflats as well as intertidal marshes. There are large natural forested parks in and surrounding the community, including John Dean Provincial Park in the north west and Gowland Todd Provincial park to the south west. The Tsawout and Tsartlip First Nations steward and protect two areas, both of which include large natural areas. The lowland terrestrial areas have largely been used for agricultural purposes but include watercourses, open ditches and wetland areas that provide high value habitat for aquatic and terrestrial species. This variety of natural features within the District supports a high level of biodiversity and provides habitat required by several species at risk.

Much of the low and rich land base is used for agricultural purposes. Residential and commercial development is found in pockets through the centre of the District and along the two foreshore areas. Some of the developed areas tend to have low tree cover while others that are more established and lower in density have mature trees intermixed within the residences.

The current OCP recognizes the importance of the natural environment and its importance to the health of the community. One of the fundamental principals is to protect and enhance species diversity and natural habitats. The OCP also recognizes the role of the natural environment to ensure the quality of water and air.

There are three main Development Permit Areas (DPAs) with associated guidelines that help to protect environmental features by managing the impacts of development:

- Riparian and Sensitive Aquatic Ecosystems DPA
- Marine Shoreline DPA
- Terrestrial Sensitive Ecosystem DPA

Development Permit authority to reduce GHG emissions for water and energy conservation were also incorporated into the intensive residential (infill) guidelines.

Recent policy changes in Central Saanich reflect a commitment to environmental protection and climate change mitigation. An amended parking Land Use Bylaw serves to guide electric vehicle (EV) off-street parking for new and existing buildings, and as of January 2021 all building permit applications for new homes must demonstrate compliance with BC Energy Step Code Step 3.

A Tree Protection Bylaw regulates tree removal on private property. It is currently being updated to better reflect community values and current best practices.

3.6.2. WHAT WE'VE HEARD SO FAR

ENVIRONMENT

Environmental stewardship is important to Central Saanich community members. There is a lot of potential to establish a common vision across the Saanich Peninsula, to commit to working together and finding greater efficiencies to addressing environmental challenges through collaboration.

We heard several challenges ranging from concerns about wildlife and tree protection, to the District not having a centralized garbage collection service.

Another challenge is that single-detached houses, which make up a majority of the housing stock in Central Saanich, have a greater impact on the environment than many other forms of housing.

CLIMATE CHANGE

Central Saanich will have to continue to adapt to a changing climate. This reality was recognized by many of those we spoke with. Sea level rise and an increasing risk of wildfires are particular challenges for the district. Some suggested that there is an opportunity to identify priority projects like developing a coastal adaptation strategy to help combat the effects of climate change.

3.6.3. WATER QUALITY MONITORING PROGRAMS (2017)

DESCRIPTION

This document describes two volunteer-run water quality program that assess Hagan-Graham Creeks and Tetayut Creek. Both monitoring programs consist of an approximately monthly sampling program of 6 sites on Hagan-Graham Creeks, started in June 2006, and 9 sites on Tetayut Creek, starting in 2011. Water temperature, dissolved oxygen, pH, conductivity, phosphate, nitrite, nitrate, ammonia and turbidity are measured at each site. At Kirkpatrick (program 1) and Keating industrial park outfall, metals, PAH (Polycyclic Aromatic Hydrocarbons), TEH (Total Extractable Hydrocarbons), and fecal coliform are also measured. The results of the program were presented in 2017, in part demonstrating that the one sample location shaded with forested riparian habitat had better temperature, dissolved oxygen, then the site without. Fecal coliforms often well exceed safe swimming levels. Metals including zinc, cadmium & arsenic, along with hydrocarbons, often exceeded recommended levels at various sampling sites.

RELEVANCE TO THE OCP REVIEW

- Water quality is an issue in Central Saanich, with protection of water resources identified as a guiding objective of the OCP. These water quality monitoring programs should continue with support provided from the District, as feasible.
- Recommendations from the document should be implemented. These include public education (improving water quality, not dumping in watercourses or stormwater systems, riparian cover); continued monitoring programs; installing end of pipe filters; restoration of Graham's Creek, if feasible; implement of an Integrated Stormwater Management Plan (ISMP).
- If swimming in any of these watercourses is a goal, a stronger water quality monitoring program should be implemented evaluating the concentration of fecal coliforms. 5 samples/month should be collected and E. coli concentrations analyzed, with a geometric mean calculated. The geometric mean should not be higher than 200 E. coli/100mL or a single-sample maximum of 400. If secondary contact recreational activities are the goal (ex. kayaking & canoeing), this can be increased by a factor of 5. These follow Health Canada's Guidelines for Canadian Recreational Water Quality, 3rd edition.

3.6.4. BRENTWOOD BAY OPEN MOORAGE MANAGEMENT PLAN SUMMARY (2017)

DESCRIPTION

The Brentwood Bay Open Moorage Management Plan looks to regulate mooring of transient, permanent non-liveaboard and liveaboard moorage in Brentwood Bay. Brentwood Bay has been experiencing adverse environmental effects from over 100 moorings. These effects include abandoned/derelict vessels, discharge of sewage, impacts on navigation and on other recreational users,

vehicle parking, congestion and garbage accumulation at public beach access points and visual aesthetics and contaminated shellfish. This management plan looks to control congestion in this area, reducing the number of allowable spaces to 60. It provides the District of Central Saanich with a right to manage moorings within the licence area.

RELEVANCE TO THE OCP REVIEW

- This management plan looks to protect the foreshore around Brentwood Bay, and improve water quality through a reduction in garbage and sewage dumping.
- Provision of fixed moorings will produce short-term impacts on the seabed, but is expected to reduce the level of impact currently associated with anchoring (including anchor drag through aquatic vegetation).

3.6.5. CENTRAL SAANICH CLIMATE LEADERSHIP PLAN (2018)

DESCRIPTION

This document outlines the District of Central Saanich's desire to be a climate leader, reducing carbon emissions and adapting to climate change. It identifies principles to guide what climate leadership looks like to Central Saanich, including taking early action, advocating, being nimble & opportunistic, maximizing local value creation using a climate lens, and monitoring and reporting progress. It looks to focus District initiatives on transportation, buildings, solid waste, municipal operations, and climate adaptations.

RELEVANCE TO THE OCP REVIEW

- Climate change impacts all aspects of the natural environment. This document develops emissions targets for 2030 and 2050, working to reduce carbon emissions and mitigate impacts from climate change. These should be incorporated into the OCP.
- The plan recommends the District continue to participate in regional efforts to identify the value of natural assets in climate change adaptation (e.g., reducing flood inundation, protecting shorelines from erosion, providing shade during extreme heat events) and incorporate findings into park and land management decisions. This supports having robust terrestrial sensitive ecosystems, riparian and marine shoreline DPAs to protect these natural assets.

3.6.6. SAANICH PENINSULA ENVIRONMENTAL COALTION BIOREGIONAL FRAMEWORK

DESCRIPTION

The Saanich Peninsula Environmental Coalition (SPEC) is a grassroots initiative to bring several local environmental groups together under one umbrella, in coordination with the WSÁNEĆ First Nations, WSANEC First Nations and the municipalities of North Saanich, Sidney and Central Saanich, in support of improved environmental protection for the Peninsula. SPEC was formed to develop an integrated, collaborative approach to ecosystem health and environmental management for the Saanich Peninsula. The Bioregional Framework is defined by a single, unified vision of ecological sustainability, recognizing the rich and interconnected ecology of the Saanich Peninsula Bioregion and committing to working together to preserve a healthy and sustaining environment for the future. This vision is supported by 3 principles; Ecosystem Integrity, Jurisdictional Collaboration, Community Perspective. This framework lays the intent for ecological sustainability for the peninsula, while providing flexibility for municipalities on the peninsula to implement recommendations.

RELEVANCE TO THE OCP REVIEW

- Discusses the importance of connectivity across the peninsula, providing north-south and east-west corridors.
- Recommends municipal OCPs incorporate the bioregional framework.
- Highlights the lack of shoreline policies, and recommends municipalities develop them.
- Recommends updating environmental DPA guidelines.
- Recommends Perform a gap analysis of municipal policies relative to best practices.

3.6.7. BC ENERGY STEP CODE IMPLEMENTATION

DESCRIPTION

As of January 4, 2021, building permit applications for new residential wood frame buildings less than 6 storeys must demonstrate compliance with BC Energy Step Code Step 3.

RELEVANCE TO THE OCP REVIEW

The current OCP only includes policy on applying energy efficiency, renewable energy and other green building practices to the development and retrofitting of municipal buildings. There is an opportunity for the updated OCP to include stronger policy in support of the BC Step Code requirements across all development types.

3.6.8. SUMMARY OF KEY FINDINGS

The following topics warrant further exploration as part of the OCP review update:

- Water resource protection: develop educational opportunities, increase water quality monitoring efforts and ensure that marine and shoreline preservation and pollution are addressed
- Adopting an integrated environmental conservation approach: recognize and enhance bioregional connectivity through collaborative conservation efforts
- Reducing environmental impact and greening District systems: ensuring that District infrastructure is energy efficient and supporting investment in renewable energy and District Energy systems.

3.7. CULTURE, COMMUNITY AND HERITAGE

3.7.1. IN THE OCP

The current OCP outlines a range of objectives and policies related to the cultural, social, and architectural heritage of Central Saanich. There is support for recognition of local First Nations' heritage and interests, namely the Tsartlip and Tsawout First Nations. There is an emphasis on heritage preservation, as well as promoting appreciation for local heritage, through designation, restoration, tree protection and archaeological assessments. Additional objectives include promoting institutional land uses that benefit the community's social, educational, cultural and health needs. Similar objectives support adequate school facilities, public safety, and arts and culture.

3.7.2. WHAT WE'VE HEARD SO FAR

FIRST NATIONS

Stakeholders often mentioned the importance of collaborating with First Nations as well. Central Saanich has an opportunity to focus on reconciliation through ongoing relationship building with local First Nations, learn about and educate community members about local First Nation history, and find ways to integrate traditional knowledge and ways of knowing into its plans and processes.

COMMUNITY SERVICES

The need for community services in Central Saanich outweighs the capacity of community organizations to provide those services. Community services – like supportive housing, child care, learning and development services, health care and mental health support, community gardens, and many others – are critical for creating healthy, strong, and resilient communities. Important to note is that many of these services are managed by volunteers or rely significantly on volunteer support. It's also important to note that the municipality does not have direct control or jurisdiction over the delivery of many of these vital community services.

We also heard that Central Saanich should continue to focus on being an attractive place to live, work and play to attract doctors and others vital to performing these much-needed community services.

3.7.3. HERITAGE BUILDING INVENTORY

DESCRIPTION

The Historic Buildings Inventory of Central Saanich (1987) broadly catalogues over 210 of the community's important historic sites dating up until 1935. The Inventory simply identifies heritage buildings and does not classify them based on condition.

The document profiles the following areas:

- East Road Spine
- Turgoose
- Hagan
- Young's
- Michell Station
- Butler's Store
- Tod Inlet
- Slugget's

- Moodyville Precinct

RELEVANCE TO THE OCP REVIEW

This preliminary inventory was anticipated to be Phase 1, where a subsequent Phase 2 would further evaluate the buildings based on a community-specific set of criteria. It was developed in 1987 and over time many changes have taken place, such as the demolition of at least 15 buildings and the designation of 17 properties, including 4 on Municipal land.

The current OCP encourages the continued designation and preservation of structures and land as Municipal heritage sites as well as updating the Heritage Inventory to include all Central Saanich historic sites that have Heritage Designation, as well as those that are unprotected.

3.7.4. SUMMARY OF KEY FINDINGS

The District should continue to conserve heritage properties and strengthen the Heritage Designation process as part of the OCP update. A thorough review of current heritage sites is needed to account for the gap between the previous inventory and today's stock.

3.8. TRANSPORTATION

3.8.1. IN THE OCP

The current OCP provides policy direction about how Central Saanich would like to develop its transportation network. It identifies four transportation principles, as follows:

- Maintain Rural Character
- Create Walkable Neighbourhoods
- Address the Causes and Impacts of Climate Change
- Ensure Transportation Systems for All

The OCP identifies that a safe, convenient, accessible, and low-impact transportation system is essential for a strong economy, a healthy environment, and a healthy, vibrant, and livable community. Walking, cycling, and transit are prioritized over private vehicle use for all trips from, to, and within the community.

3.8.2. WHAT WE'VE HEARD SO FAR

TRANSPORTATION

Central Saanich is a mostly auto-oriented community. As transportation habits change – with people relying more on other modes of travel like walking, cycling and public transit to get around their community and the region – and as technology evolves – with increasing electric vehicle travel and other technologies yet to be realized – there is an opportunity to anticipate and begin to plan for those trends.

Central Saanich has many challenges and opportunities with regard to transportation, especially as it relates to managing growth, connecting employees to local jobs, and addressing gaps in the network of sidewalks and trails. Traffic safety, especially at busy intersections, continues to be a particular concern for the community.

3.8.3. CAPITAL REGIONAL DISTRICT ORIGIN-DESTINATION HOUSEHOLD TRAVEL SURVEY (2017)

The 2017 CRD Origin-Destination Household Travel Survey provides data on resident travel patterns throughout the Capital Region and specifically reports trips by travel mode for all persons over the age of 5 years. The survey reported that approximately 72,960 trips are made to, from, or within Central Saanich daily. Each day, approximately 25,970 trips leave Central Saanich, 25,980 trips enter Central Saanich, and 21,010 trips both begin and end in the District.

According to the survey, the mode share of all trips within the District are as follows:

- Driving – 63%
- Vehicle Passenger – 16%
- Transit – 2%
- Walking – 14%
- Cycling 3%
- Other – 2%

CENTRAL SAANICH, BY THE NUMBERS:

6.46 Daily Trips Per Household

1.96 Vehicles Per Household

1.37 Bicycles Per Household

\$15,429 Average Annual Household Transportation Cost

8.5% Percentage of Population Spending >45 minutes on commute

Compared to Sidney and North Saanich, Central Saanich has lower daily trips and vehicles per household (see *Figure 17*). It also has the lowest annual household transportation costs among peninsula municipalities. While 19% of total trips within the District are by a sustainable mode (transit, walking, cycling), data on commuting patterns tell a different story. The 2016 Statistics Canada census reports that driving is the dominant commuting mode among Central Saanich residents with 81% of the employed labour force traveling by private vehicle for commute trips and another 5% travelling as vehicle passengers. About 12% of trips are completed by transit, walking, or cycling, which is higher than North Saanich, but is well below Sidney and the Victoria Census Metropolitan Area (CMA).

Figure 17. Transportation Profiles, Peninsula Municipalities

Peninsula Municipalities	Daily Trips Per Household	Vehicles Per Household	Avg Annual Household Transportation Cost	Percentage of Commutes by Active Travel
Central Saanich	6.46	1.96	\$15,429	12.1%
North Saanich	6.95	2.36	\$18,009	10.5%
Sidney	5.33	1.50	\$11,423	25.1%
Victoria CMA*	6.35	1.55	\$13,999	27.8%

*Note, for the purposes of calculating daily trips and vehicles per household, the “Regional Planning Area” geographic unit was used from the CRD Origin-Destination Household Travel Survey, which includes the entire Capital Region with the exception of Salt Spring Island and the Southern Gulf Islands Electoral Areas. This is consistent with what is included in the census for the Victoria Census Metropolitan Area.

3.8.4. CENTRAL SAANICH ACTIVE TRANSPORTATION PLAN

DESCRIPTION

The District is developing its first-ever Active Transportation Plan, which will provide a vision to guide the implementation and promotion of safe, attractive, and convenient active transportation choices in Central Saanich. The Plan includes three discussion papers that have relevance to transportation planning in the District.

RELEVANCE TO THE OCP REVIEW

Relevant findings or directions from the Discussion Paper Series include:

- Discussion Paper 1: Background Conditions Assessment
 - There are several gaps in network connectivity in the District including a lack of direct, comfortable cycling routes between Saanichton, Brentwood Bay, and the Keating Business District.
 - Gaps in existing sidewalks, trails and cycling facilities prevent safe, continuous trips, and often result in pedestrians or cyclists sharing the road with vehicles.
 - Addressing locations of road safety concern can help encourage active travel.

Figure 18. Example of Bike Network Connectivity Gaps in Saanichton, where red indicates a bike lane, green indicates a local trail, orange indicates a shoulder bikeway, blue indicates a shared trail, and bike icons represent bike racks.



- Discussion Paper 2: What We Heard
 - The pedestrian network could be improved by connecting pedestrian facilities with more safe crossings; focusing improvements on school routes; enhancing the condition, continuity, and accessibility of sidewalks; and developing an off-street trail network
 - Improving cycling in Central Saanich requires safer bike infrastructure, better connections to regional trails, and educational opportunities for safe cycling and driving
 - To address gaps in the transit network, the focus should be on improving access to bus stops and working with BC Transit to secure more direct and frequent service
 - Improving traffic safety must focus on addressing vehicle speeding and improving safety at key intersections
- Discussion Paper 3: Active Transportation Plan Preliminary Framework.
 - Four goals include:
 - More Walking and Cycling
 - Improved Transit
 - Safer Streets
 - Local Character, Celebrated!

Overall, the findings and directions from the Active Transportation Plan Discussion Series indicate that the District can significantly enhance its active transportation, which align with the OCP's direction to prioritize walking, cycling, and transit.

3.8.5. REGIONAL TRANSPORTATION PLAN & PEDESTRIAN & CYCLING MASTER PLAN (2011)

DESCRIPTION

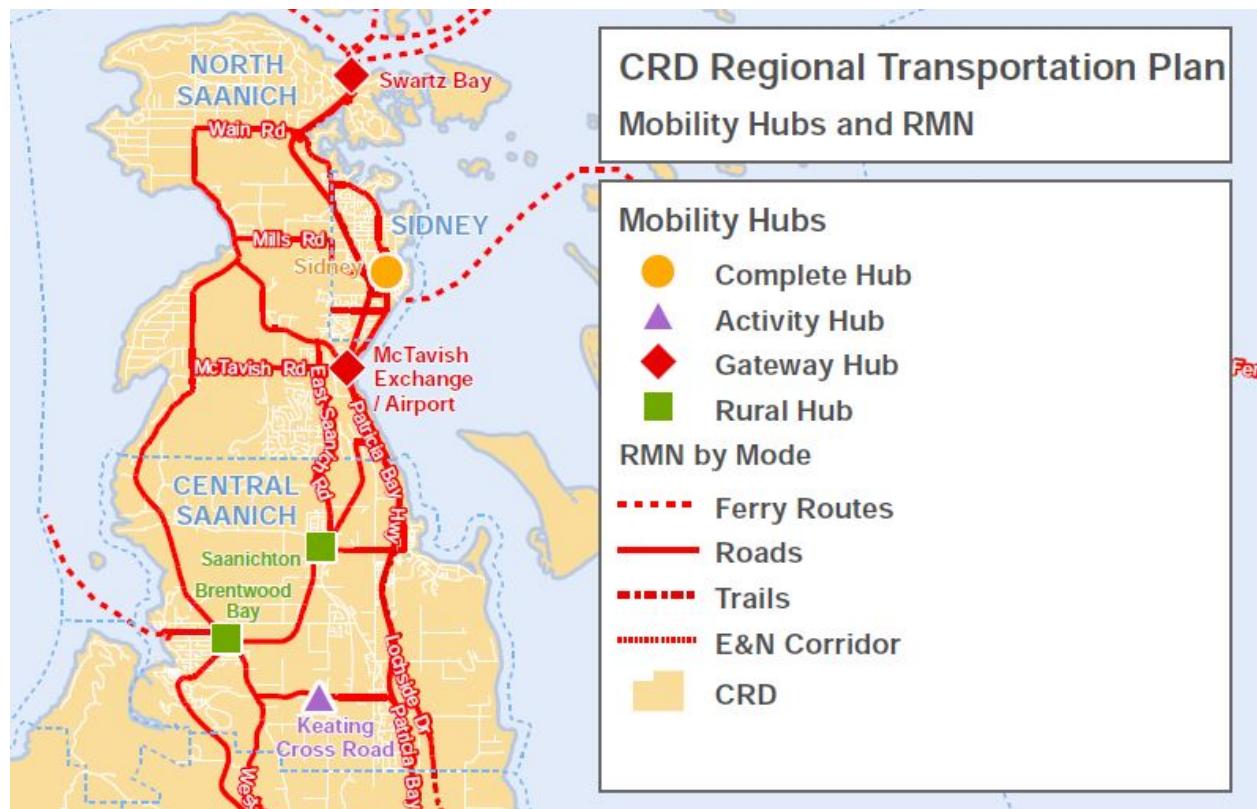
The Capital Regional District has produced two regional plans that have implications for Central Saanich's long-term transportation network. This includes the Regional Transportation Plan (2014) and the Pedestrian & Cycling Master Plan (2011). The Regional Transportation Plan (RTP) guides any transportation planning and development in the Capital Region for a 25-year span. The RTP identifies immediate priorities and long-term strategies to guide planning and development of a regional multi-modal transportation system that meets future growth demands and is focused on sustainability.

The Pedestrian and Cycling Master Plan provides strategic direction on how the region can achieve a significant shift in transportation. Specifically, the plan established a cycling mode share target of 15% for the entire Capital Region.

RELEVANCE TO THE OCP REVIEW

Regional Outcome Statement 2 of the RTP directs the CRD to work with municipalities to establish 'mobility hubs', which are locations of regional activity and regional destinations where transportation modes will integrate seamlessly and efficiently, and where both the traveler environment and urban form will encourage transit, active transportation and other alternatives to driving alone. They will give priority to walking, cycling and public transit to, from and within Mobility Hubs. Exhibit 4.9 in the RTP identifies two 'rural hubs' in Central Saanich: one in Saanichton and the other in Brentwood Bay (see *Figure 19*). Rural hubs serve as significant mobility access points for those living in rural areas of the region, particularly in providing convenient transfer from auto to transit.

Figure 19. Rural Hubs in Central Saanich



The CRD Regional Pedestrian and Cycling Master Plan identifies several recommended bike facilities in Central Saanich. It specifically identifies bicycle lane / shoulder bikeways, which are defined as “bikeways that accommodate cycling on streets without a curb and gutter, where a fog line is used to delineate a shoulder.” Bikeways facilities are recommended on Wallace Drive, Stellys Cross Road, and Keating Cross Road, among others. A separated on-street facility is recommended on West Saanich Road.

Ultimately, the District’s Active Transportation Plan will recommend the long-term cycling network; however, the recommended facilities will need to consider connections to neighbouring municipalities.

3.8.6. CENTRAL SAANICH ELECTRIC VEHICLE & ELECTRIC BIKE STRATEGY (2020)

DESCRIPTION

Central Saanich Electric Vehicle and Electric Bike Strategy seeks to identify opportunities to accelerate adoption of these technologies to meet the District’s climate action goals. The strategy identifies several barriers to EV and E-Bike adoption in Central Saanich and includes an action plan to accelerate uptake.

RELEVANCE TO THE OCP REVIEW

The current OCP does not provide any policy direction on electric vehicles or electric bikes. The District can increase acceleration of EVs and e-bikes through several policy and regulatory changes that can be included in the updated OCP, as follows:

- Committing to expand the public EV charging network to help address range anxiety concerns.
- Adopt e-bike and EV-ready requirements for new construction to provide resident access to at-home charging in new buildings and employee and customer access to charging where appropriate in institutional, commercial, and industrial settings.
- Adopt requirements for new construction to include end of trip facilities, such as lockers, showers, secure bike parking, and/or e-bike charging.

3.8.7. SUMMARY OF KEY FINDINGS

Being nestled in the middle of the Saanich Peninsula, and with its more rural geography, Central Saanich has historically been focused on developing its transportation network to accommodate municipal and inter-regional automobile travel. As such, private motor vehicle travel has been the dominate mode of choice for residents. However, with the Climate Leadership Plan, the development of its Active Transportation Plan, and other emerging initiatives, the District has an opportunity to improve and expand its transportation network to accommodate all users of the road including those with a preference to walk, cycle and use transit. Accessibility needs are important to consider, ensuring that sidewalks, trails, bike paths and transit stops are designed in a way that is safe and comfortable for everyone who uses them. By prioritizing its sustainable transportation network, Central Saanich can position itself to significantly increase the number of trips made by walking, cycling and transit over the coming years.

The following topics warrant further exploration as part of the OCP review and update:

- A transportation mode hierarchy should be explored to determine what the District’s priorities are for its transportation network and to aid in decision-making about transportation investments, land use, and urban design.

- Complementing a transportation mode hierarchy, mode share targets could be explored that are consistent with the actions and policies in the District's Active Transportation Plan and Climate Leadership Plan.
- Transit mode share is currently low in the District due to poor access to bus stops and infrequent / direct service. Opportunities to improve transit can be identified in the OCP process and help shape the Peninsula Local Area Transit Plan, which is planned for 2021-2022.
- The District can electrify its transportation sector by helping accelerate the adoption of electric vehicles and electric bikes. This can reduce community GHG emissions and in the case of electric bikes, increase the share of trips made by bike.

3.8.8. EMERGING ISSUES AND OTHER CONSIDERATIONS

BC Transit is planning a review of transit services for the Saanich Peninsula starting in late 2020. As part of the OCP update, the District will consider policies to provide direction where needed, support for improved transit service, and opportunities to advance related infrastructure improvements to expand transit services.

The Province has also announced plans to construct a north bound fly-over from the Patricia Bay Highway onto Keating Cross Road to improve safety and traffic flow, current policies will be reviewed to address this project as required.

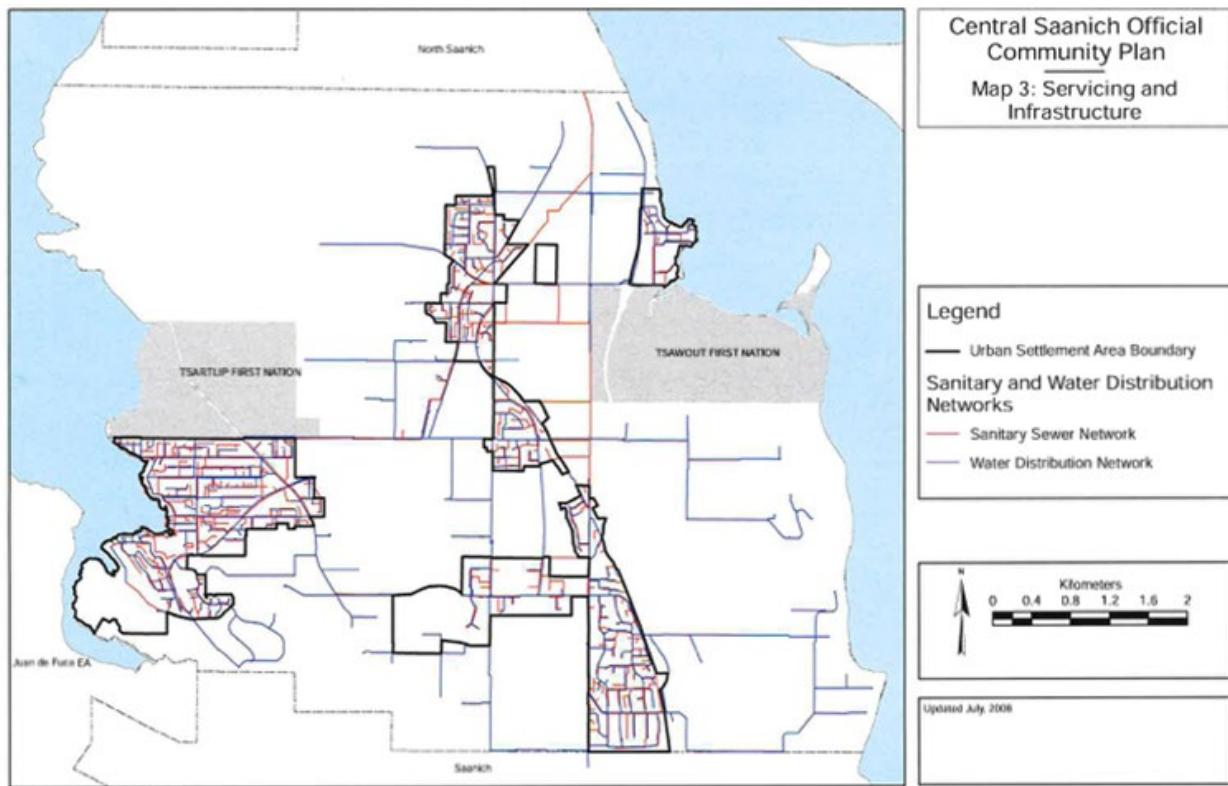
Recently introduced policies regarding cash-in-lieu for on-site parking and a review of the servicing standards to consider on-street parking in balance with other priorities will be further refined as part of this project. Further consideration such as where and how cash-in-lieu of parking funds are used, and policies regarding the development of on-street parking, are potential outcomes of refining these policies.

3.9. INFRASTRUCTURE

3.9.1. IN THE OCP

The current OCP outlines direction for the District regarding the provision of municipal utilities in Central Saanich. The Plan supports a high quality, efficient, and environmentally sound infrastructure system to reduce regional greenhouse gas emissions and conserve the District's natural resources. The OCP also supports well-maintained infrastructure for community health benefits and development financing that ensures new development contributes to the costs of infrastructure improvements. *Figure 20* highlights existing servicing and infrastructure in the District, including the sanitary sewer and water distribution networks.

Figure 20. OCP Map of Servicing and Infrastructure

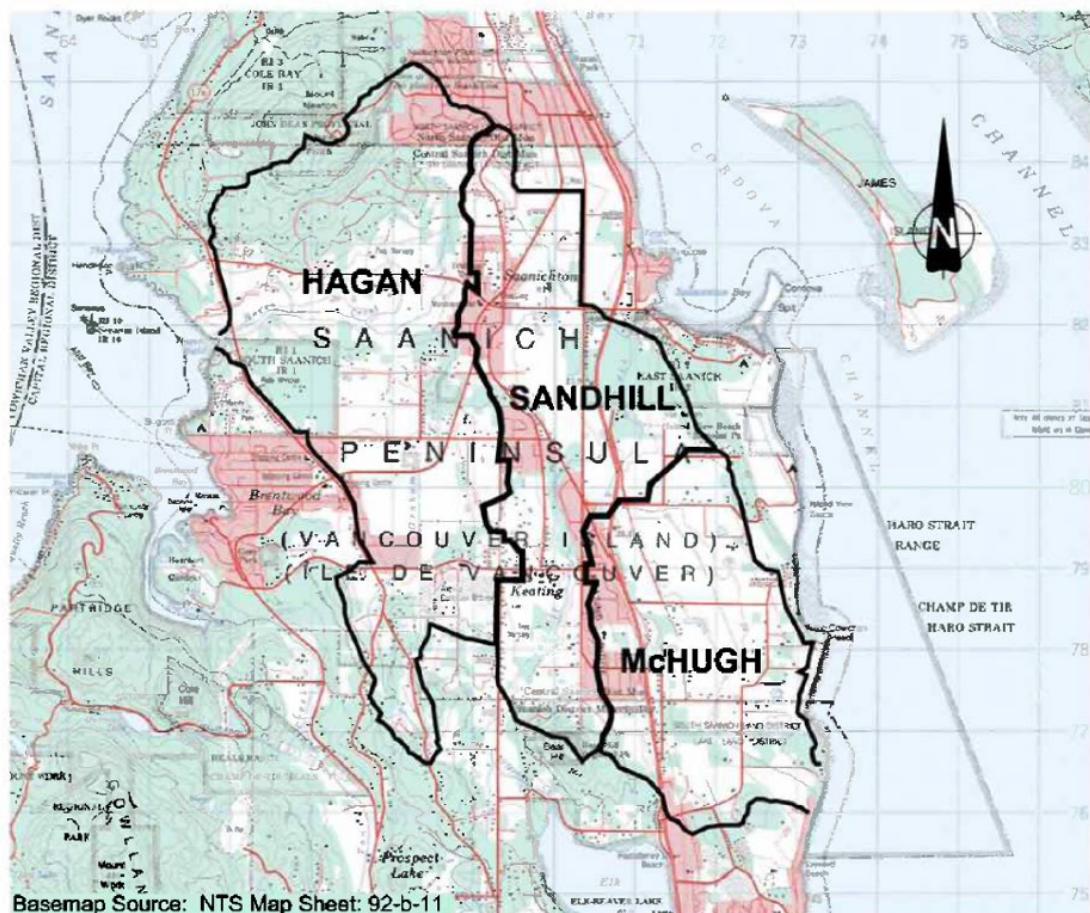


3.9.2. INTEGRATED STORMWATER MANAGEMENT PLAN (2009)

DESCRIPTION

The Integrated Stormwater Management Plan (2009) (ISMP) integrates ecological, social, and cultural considerations with engineering to develop sustainable and holistic stormwater management policies for the District of Central Saanich. The ISMP established a vision for the three watersheds in the District which include Hagan-Graham, Tetayut, and McHugh-Noble (Figure 21).

Figure 21. Central Saanich Watersheds



RELEVANCE TO THE OCP REVIEW

It is important that the OCP identify the District's current stormwater management practices, particularly as many of the watershed issues can be attributed to the direct modification of creeks and wetlands for drainage purposes and the incremental effects of new development. The Plan notes that regional climate change has exacerbated runoff characteristics and will be a critical factor for long-term planning. The Plan also highlights that increasing rainfall capture is one of the most important strategies in rainwater management for the District along with runoff control and hydraulic improvements. The ISMP lists several specific recommendations to be implemented by the Official Community Plan:

- Introduce “source control” stormwater management initiatives to emulate the pre-development natural watershed by reducing and controlling stormwater quantity, and improving the stormwater quality discharge from individual properties
- Develop integrated and community-based Watershed Management Plans for each of the District's watersheds and identify at-risk watersheds for priority action.
- Consider integrated drainage and watercourse improvement projects (e.g., constructed and managed wetlands) that demonstrate multiple benefits such as protection of agricultural lands from flooding, improved flow hydraulics, water quality, wildlife habitat, fish enhancement and First Nations cultural practices.
- Advocate and cooperate with other agencies and levels of government to safeguard and restore healthy watersheds.

- Conduct outreach and education programs to engage the entire community and all ages.
- Establish a terms of reference for, and foster community involvement in, a "Healthy Watersheds" Advisory Group that is empowered to act both as an advisory committee to Council and coordinator of volunteer activities.
- Establish the District of Central Saanich and its staff and administration as leaders and champions of innovation, education and action for practical, affordable stormwater solutions.
- Develop funding strategies, set timelines and establish priorities for healthy watershed projects and initiatives.
- Monitor and evaluate all stormwater management initiatives and develop a regular reporting structure for measuring the District's success in protecting its surface water resources.

3.9.3. SURFACE WATER MANAGEMENT PLAN BYLAW 1606 (2010)

DESCRIPTION

The Surface Water Management Plan Bylaw was adopted in 2010 to help manage stormwater flows from new development and construction. These erosion and sediment control measures aim to minimize the discharge of sediments to fish-bearing watercourses and the storm sewer system.

RELEVANCE TO THE OCP REVIEW

The Bylaw reflects a key policy area of the OCP around preserving healthy and abundant ecosystems and protecting natural waterways and their habitats. This direction should be maintained during the OCP update.

3.9.4. SUMMARY OF KEY FINDINGS

The following topics warrant further exploration as part of the OCP review update:

- Ensuring ways to monitor and track progress on water quality and water supply: tracking District stormwater management efforts
- Prioritizing infrastructure maintenance: seeking out funding and financing tools for maintenance projects and exploring partnerships with First Nations, agricultural sector, business community, citizens-at-large and representatives from Peninsula Streams

3.10. OVERALL SUMMARY OF KEY FINDINGS

The following is a summary of the key findings from throughout the report, as well as additional direction for the OCP review from the project charter. These topics warrant further exploration as part of the OCP review and update.

AGRICULTURAL AND RURAL LANDS

- Articulating “rural character” and preserve it through plans, policies and design guidelines
- Strengthening rural and agricultural land preservation
- Improving housing flexibility for farm workers and residents in the ALR
- Addressing changing face of agriculture in light of climate change

JOBS & ECONOMY

- Exploring economic and development feasibility and opportunities, especially as it relates to the Keating Business District
- Intensifying industrial and commercial use in key areas, while supporting pedestrian-oriented mixed-use retail

GROWTH AND HOUSING

- Integrating policy recommendations from the ongoing Residential Infill Study
- Considering recommendations from complementary policy work such as the Active Transportation Plan and Saanichton Village Design Plan.

PARKS, TRAILS AND RECREATION

- Setting the policy foundation for the future Parks Master Plan update
- Developing additional indoor and outdoor recreational facilities
- Improving public waterfront access

ENVIRONMENT AND CLIMATE CHANGE

- Coordinating with neighboring municipalities, First Nations and community groups on bioregional connectivity and conservation
- Enhancing water resource protection through monitoring, restoration and education
- Reducing urban environmental impact through energy efficiency investment

CULTURE, COMMUNITY AND HERITAGE

- Acknowledging and celebrating the history, role and culture of the Tsartlip and Tsawout Nations, as well as other First Nations historically associated with central Saanich
- Review and update heritage and cultural facilities and Heritage Designation process
- Update the arts and culture policies
- Consideration of shifting community needs as a result of changing demographics and climate change
- Enhancing community cohesion and involvement through new and existing local partnerships
- Supporting strong volunteer community

TRANSPORTATION

- Integrating policy recommendations and actions from the ongoing Active Transportation Plan and Climate Leadership Plan into the OCP
- Prioritizing active transportation
- Facilitating electrification of transportation sector

INFRASTRUCTURE

- Pursuing green energy and EV infrastructure
- Integrating policy recommendations from the ISWMP and aligning with regional infrastructure system upgrades
- Continuing to complete roadway improvements