PUBLIC HEARING INFORMATION

"Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450, 2025"

July 14, 2025

Report to Council

Bylaw 450 – OCP Amendment

South Highlands Local Area Plan

DISTRICT OF HIGHLANDS

REPORT

TO:	Loranne Hilton Chief Administrative Officer	**Date:**	June 26, 2025
		File:	Bylaw 3900 - 450
FROM:	Laura Beckett Municipal Planner		To Council July 14, 2025

RE: BYLAW 450 – OCP AMENDMENT – SOUTH HIGHLANDS LOCAL AREA PLAN

PURPOSE

The purpose of this report is to provide to Council Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450, 2024 (Bylaw 450) for further consideration.

STRATEGIC PRIOIRTY

The "South Highlands Local Area Plan Finalization/Adoption and Implementation" is Council's highest priority. Council previously received the project's Sustainable Highlands Decision Making Framework at its February 21, 2023 meeting.

BACKGROUND

Bylaw 450 received first reading on February 3, 2025 and was referred to the Capital Regional District (CRD) Board for acceptance of the updated regional context statement. CRD Board accepted the regional context statement at its June 11, 2025 meeting. As such, the process to adopt Bylaw 450 may continue.

Bylaw 450 was considered on the following dates:

- February 3, 2025 Council – Changes were made to the draft bylaw, it was given first reading, and was referred to the CRD for acceptance of the regional context statement. Bylaw 450 was also referred to selected agencies in addition to consultation that already occurred. No input has been received resulting from those additional referrals.
- December 16, 2024 Committee of the Whole – The staff report provided additional information regarding a Development Approval Information Bylaw, draft Development Permit Area 4, and the Living Building Challenge's principles. Recommendations were made to Council including consideration of 1st reading of Bylaw 450.
- November 12, 2024 Committee of the Whole – The staff report described the proposed changes to Development Permit Area 4. Council requested additional information.

- October 7, 2024 Council – The staff report provided additional information regarding possible dates for establishing baseline land conditions in measuring net positive/net zero land use outcomes. Council requested additional information.
- September 9, 2024 – The staff report provided information regarding possible dates for establishing baseline land conditions in measuring net positive/net zero land use outcomes. Council requested additional information.
- July 15, 2024 Council – Bylaw No. 450 was introduced. Council requested additional information.

OPTIONS

The following options are available for Council's consideration:

1. THAT "Highlands Official Community Plan Bylaw 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450, 2024" be amended as follows:
   a) In section 2. (b), replace "2.12" with "2.13",
   b) Delete section 2. (e) and renumber accordingly,
   c) Replace section 2. (f) with, "Chapter 2 – Land Use, in the third paragraph, a new bullet is added at the end as follows: "Special Plan Areas";",
   d) In section 2. (j), replace both references to "2.12" with 2.13",
   e) Replace Schedule A to Bylaw No. 450, OCP Map 2.1 Land Use Designations with the version dated 2025-05-20,

   AND THAT, having considered Bylaw 450 in conjunction with the District's most recent housing needs report, financial plan, and the CRD Solid Waste Management Plan the "Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450, 2024" be given second reading as amended this day July 14, 2025,

   AND FURTHER THAT a public hearing for "Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450, 2024" be scheduled for August 11, 2025 at 7pm at the Highlands Community Hall.

2. THAT alternative direction be given.

DISCUSSION

Since February 3, 2025, the OCP has been changed resulting in necessary consequential changes to Bylaw 450. Appendix A to this report shows those changes highlighted in yellow with additions in red font and deletions struck-out. The key difference is the updated Land Use OCP Map 2.1 that includes the new Rural Assembly Land Use Designation.

Appendix B includes the amendments to Bylaw 450. Staff recommends approving the amendments, giving Bylaw 450 second reading as amended, and scheduling a public hearing for August 11, 2025 immediately before the regularly scheduled Council Meeting.

Legal/Bylaw/Regulatory/Financial

When amending an OCP, the *Local Government Act* requires Council to consider the following:

- Consideration of the most recent housing needs report: Please find attached the Interim Housing Needs Report (Appendix C) that was received by Council November 18, 2024. Bylaw 450 would change the land use designation of certain lands from industrial/commercial to "Regenerative Development" that does not specify land uses. While this may present an opportunity for residential land, there are constraints on various properties that are expected to prevent this.
- Consider the OCP amendment in conjunction with:
    - The financial plan: No impact to the Five Year Financial Plan (2025-2029) Bylaw No. 465, 2025 (Appendix D) is anticipated from Bylaw 450.
    - Any applicable waste management plan: No impact to the CRD's 2021 Solid Waste Management Plan (Appendix E) is anticipated from Bylaw 450.

CONCLUSION

The CRD Board has accepted the updated regional context statement as shown in Bylaw No. 450. The adoption process for Bylaw No. 450 can continue.

RECOMMENDATION

THAT "Highlands Official Community Plan Bylaw 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450, 2024" be amended as follows:

a) In section 2. (b), replace "2.12" with "2.13",
b) Delete section 2. (e) and renumber accordingly,
c) Replace section 2. (f) with, "Chapter 2 – Land Use, in the third paragraph, a new bullet is added at the end as follows: "Special Plan Areas";",
d) In section 2. (j), replace both references to "2.12" with 2.13",
e) Replace Schedule A to Bylaw No. 450, OCP Map 2.1 Land Use Designations with the version dated 2025-05-20,

AND THAT, having considered Bylaw 450 in conjunction with the District's most recent housing needs report, financial plan, and the CRD Solid Waste Management Plan the "Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450, 2024" be given second reading as amended this day July 14, 2025,

...4

AND FURTHER THAT a public hearing for "Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450, 2024" be scheduled for August 11, 2025 at 7pm at the Highlands Community Hall.

Respectfully submitted,

Laura Beckett, MCIP, RPP
Municipal Planner

Concurrence

Loranne Hilton
Chief Administrative Officer

Attachments:

- Appendix A – Marked Changes to Bylaw 450
- Appendix B – Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450, 2025
- Appendix C – District of Highlands Interim Housing Needs Report (October 2024)
- Appendix D - Five Year Financial Plan (2025-2029) Bylaw No. 465, 2025
- Appendix E – CRD 2021 Solid Waste Management Plan

APPENDIX A

DISTRICT OF HIGHLANDS

BYLAW NO. 450

A BYLAW TO AMEND DISTRICT OF HIGHLANDS OFFICIAL COMMUNITY PLAN BYLAW NO. 277

WHEREAS the Council of the District of Highlands has adopted "District of Highlands Official Community Plan Bylaw No. 277, 2007";

AND WHEREAS the Council of the District of Highlands deems it necessary and expedient to amend "District of Highlands Official Community Plan Bylaw No. 277, 2007";

NOW THEREFORE the Council of the District of Highlands in open meeting assembled enacts as follows:

1. **TITLE**

This bylaw may be cited for all purposes as "Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450, 2025".

2. **AMENDMENTS**

The "District of Highlands Official Community Plan Bylaw No. 277, 2007" is hereby amended as follows in Schedule A:

(a) Contents, CHAPTER 2 – LAND USE, "2.6 Commercial Industrial Land Use" is deleted and replaced with "2.6 Regenerative Development Land Use";

(b) Contents, CHAPTER 2 – LAND USE, a new line is added at the end of this section as follows: "2.1~~2~~3 Special Plan Areas";

(c) Contents, CHAPTER 11 – DEVELOPMENT REVIEW, "11.6 Development Permit Area No. 4 – Highlands Commercial/Industrial Gateway Area" is deleted and replaced with "11.6 Development Permit Area No. 4 – Regenerative Development";

(d) Contents, a new appendix is added at the end as follows:

"APPENDIX C – SOUTH HIGHLANDS LOCAL AREA PLAN
c.1 Table
c.2 South Highlands Local Area Plan";

~~(e) Chapter 2 – Land Use, in the third paragraph, first line, the word "eight" is deleted and replaced with "the following";~~

(f) (e) Chapter 2 – Land Use, in the third paragraph, fourth bullet, "Commercial Industrial" is deleted and replaced with "Regenerative Development";

(g) (f) Chapter 2 – Land Use, in the third paragraph, a ~~tenth~~ new bullet is added at the end as follows: "Special Plan Areas";

(h) (g) Chapter 2 – Land Use, OCP Map 2.1 Land Use Designations is deleted and replaced with a new OCP Map 2.1 Land Use Designations attached as Schedule A to this bylaw;

(i) (h) Chapter 2 – Land Use, section 2.2, Land Use General - Policies, in policy 10 after the words "ground or surfaces sources" the words "and/or rainwater" is added;

(j) (i) Chapter 2 – Land Use, section 2.6, Commercial Industrial Land Use is deleted and replaced with the following:

"2.6 Regenerative Development Land Use

Lands in the Regenerative Development Land Use Designation are inside the Urban Containment Boundary of the Regional Growth Strategy and the Highlands Servicing Area as shown on Map 2.1.

Lands in the Regenerative Development Land Use Designation are also designated within Development Permit Area 4 – Regenerative Development. There should not be any additional access routes into this area from Millstream Road other than the existing Industrial Way. Preference is for an internal service road parallel to Millstream Road.

This area does not contain gravel deposits that may be suitable for future extraction.

The Regenerative Development Land Use objectives and policies are set out in section 3.4.1 RD – Regenerative Development in Appendix C – South Highlands Local Area Plan.";

(k) (j) Chapter 2 – Land Use, a new section 2.1~~2~~3 is added to the end of this section as follows:

"2.1~~2~~3 Special Plan Areas

The Special Plan Areas land use objectives and policies are set out in section 3.4.2 SPA – Special Plan Area in Appendix C – South Highlands Local Area Plan.";

(l) (k) Chapter 9 – Economic Diversification, section 9.2, Working Landscapes – Policies, in policy 2, second sentence, "Commercial Industrial" is deleted and replaced with "Regenerative Development";

(m) (l) Chapter 10 – Regional Context Statement, Table 10.1, section 1.1 Keep Urban Settlement Compact, in the first bullet, the last sentence is deleted;

(n) (m) Chapter 10 – Regional Context Statement, Table 10.1, section 4.1 Improve Multi-Modal Connectivity and Mobility, the second sentence in the third bullet is deleted;

(o) (n) Chapter 10 – Regional Context Statement, Table 10.1, section 5.1 Realize the Region's Economic Potential, in the third bullet, "Commercial/Industrial" is deleted and replaced with "Regenerative Development";

(p) (o) Chapter 11 – Development Review, section 11.1 Development Approval Information Area, Area and Circumstances Affected, in the second sentence after the words "temporary use permits and" replace "subdivisions" with "development permits";

(q) (p) Chapter 11 – Development Review, section 11.2 Development Permit Areas – General, General Policies, policy 1 is deleted and replaced with "Development Permit Areas are generally shown on Maps 11.1 and 11.2, and specifically apply to all land shown on Map 2.1.";

(r) (q) Chapter 11 – Section 11.6 Development Permit Area No. 4 – Highlands Commercial/Industrial Gateway Area is deleted and replaced with a new Development Permit Area No. 4 – Regenerative Development attached as Schedule B to this bylaw;

(s) (r) By adding the Table (c.1) and South Highlands Local Area Plan (c.2) attached as Schedule C to this bylaw as Appendix C – South Highlands Local Area Plan.

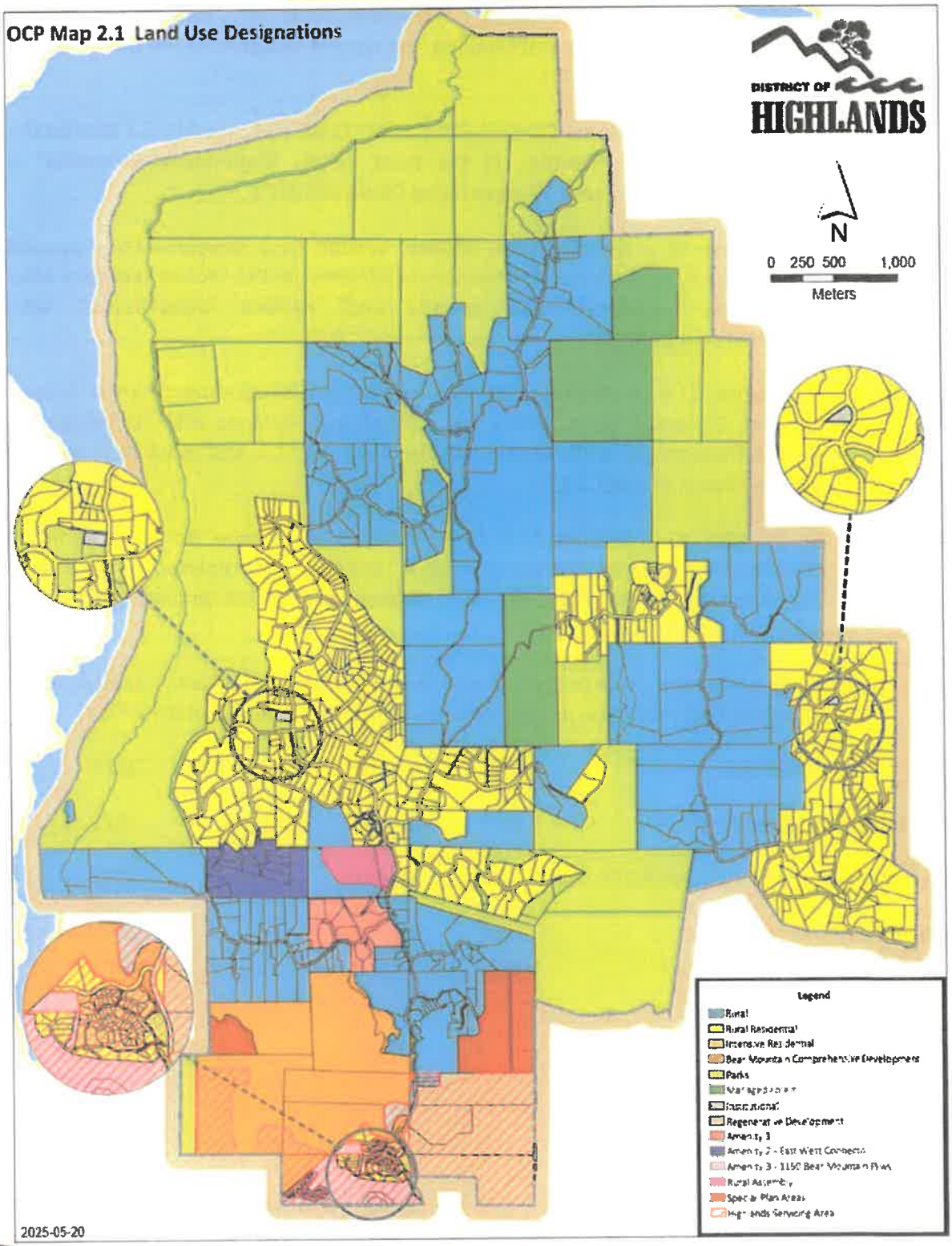
READ A FIRST TIME this	3RD	day of	FEBRUARY	2025
ACCEPTED BY CRD BOARD this	11TH	day of	JUNE	2025
READ A SECOND TIME AS AMENDED this		day of		2025
PUBLIC HEARING HELD this		day of		2025
READ A THIRD TIME this		day of		2025
ADOPTED this		day of		2025

MAYOR

CORPORATE OFFICER

SCHEDULE A to Bylaw No. 450

OCP Map 2.1 Land Use Designations



July 14, 2025 “Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan Bylaw No. 450, 2025” at Second Reading

APPENDIX B

DISTRICT OF HIGHLANDS

BYLAW NO. 450

A BYLAW TO AMEND DISTRICT OF HIGHLANDS OFFICIAL COMMUNITY PLAN BYLAW NO. 277

WHEREAS the Council of the District of Highlands has adopted "District of Highlands Official Community Plan Bylaw No. 277, 2007";

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2. **AMENDMENTS**

The "District of Highlands Official Community Plan Bylaw No. 277, 2007" is hereby amended as follows in Schedule A:

(a) Contents, CHAPTER 2 – LAND USE, "2.6 Commercial Industrial Land Use" is deleted and replaced with "2.6 Regenerative Development Land Use";

(b) Contents, CHAPTER 2 – LAND USE, a new line is added at the end of this section as follows: "2.13 Special Plan Areas";

(c) Contents, CHAPTER 11 – DEVELOPMENT REVIEW, "11.6 Development Permit Area No. 4 – Highlands Commercial/Industrial Gateway Area" is deleted and replaced with "11.6 Development Permit Area No. 4 – Regenerative Development";

(d) Contents, a new appendix is added at the end as follows:

"**APPENDIX C – SOUTH HIGHLANDS LOCAL AREA PLAN**
c.1 Table
c.2 South Highlands Local Area Plan";

(e) Chapter 2 – Land Use, in the third paragraph, fourth bullet, "Commercial Industrial" is deleted and replaced with "Regenerative Development";

(f) Chapter 2 – Land Use, in the third paragraph, a new bullet is added at the end as follows: "Special Plan Areas";

(g) Chapter 2 – Land Use, OCP Map 2.1 Land Use Designations is deleted and replaced with a new OCP Map 2.1 Land Use Designations attached as Schedule A to this bylaw;

(h) Chapter 2 – Land Use, section 2.2, Land Use General - Policies, in policy 10 after the words "ground or surfaces sources" the words "and/or rainwater" is added;

(i) Chapter 2 – Land Use, section 2.6, Commercial Industrial Land Use is deleted and replaced with the following:

"2.6 Regenerative Development Land Use

Lands in the Regenerative Development Land Use Designation are inside the Urban Containment Boundary of the Regional Growth Strategy and the Highlands Servicing Area as shown on Map 2.1.

Lands in the Regenerative Development Land Use Designation are also designated within Development Permit Area 4 – Regenerative Development. There should not be any additional access routes into this area from Millstream Road other than the existing Industrial Way. Preference is for an internal service road parallel to Millstream Road.

This area does not contain gravel deposits that may be suitable for future extraction.

The Regenerative Development Land Use objectives and policies are set out in section 3.4.1 RD – Regenerative Development in Appendix C – South Highlands Local Area Plan.";

(j) Chapter 2 – Land Use, a new section 2.13 is added to the end of this section as follows:

"2.13 Special Plan Areas

The Special Plan Areas land use objectives and policies are set out in section 3.4.2 SPA – Special Plan Area in Appendix C – South Highlands Local Area Plan.";

(k) Chapter 9 – Economic Diversification, section 9.2, Working Landscapes – Policies, in policy 2, second sentence, "Commercial Industrial" is deleted and replaced with "Regenerative Development";

(l) Chapter 10 – Regional Context Statement, Table 10.1, section 1.1 Keep Urban Settlement Compact, in the first bullet, the last sentence is deleted;

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(o) Chapter 11 – Development Review, section 11.1 Development Approval Information Area, Area and Circumstances Affected, in the second sentence after the words "temporary use permits and" replace "subdivisions" with "development permits";

(p) Chapter 11 – Development Review, section 11.2 Development Permit Areas – General, General Policies, policy 1 is deleted and replaced with "Development Permit Areas are generally shown on Maps 11.1 and 11.2, and specifically apply to all land shown on Map 2.1.";

(q) Chapter 11 – Section 11.6 Development Permit Area No. 4 – Highlands Commercial/Industrial Gateway Area is deleted and replaced with a new Development Permit Area No. 4 – Regenerative Development attached as Schedule B to this bylaw;

(r) By adding the Table (c.1) and South Highlands Local Area Plan (c.2) attached as Schedule C to this bylaw as Appendix C – South Highlands Local Area Plan.

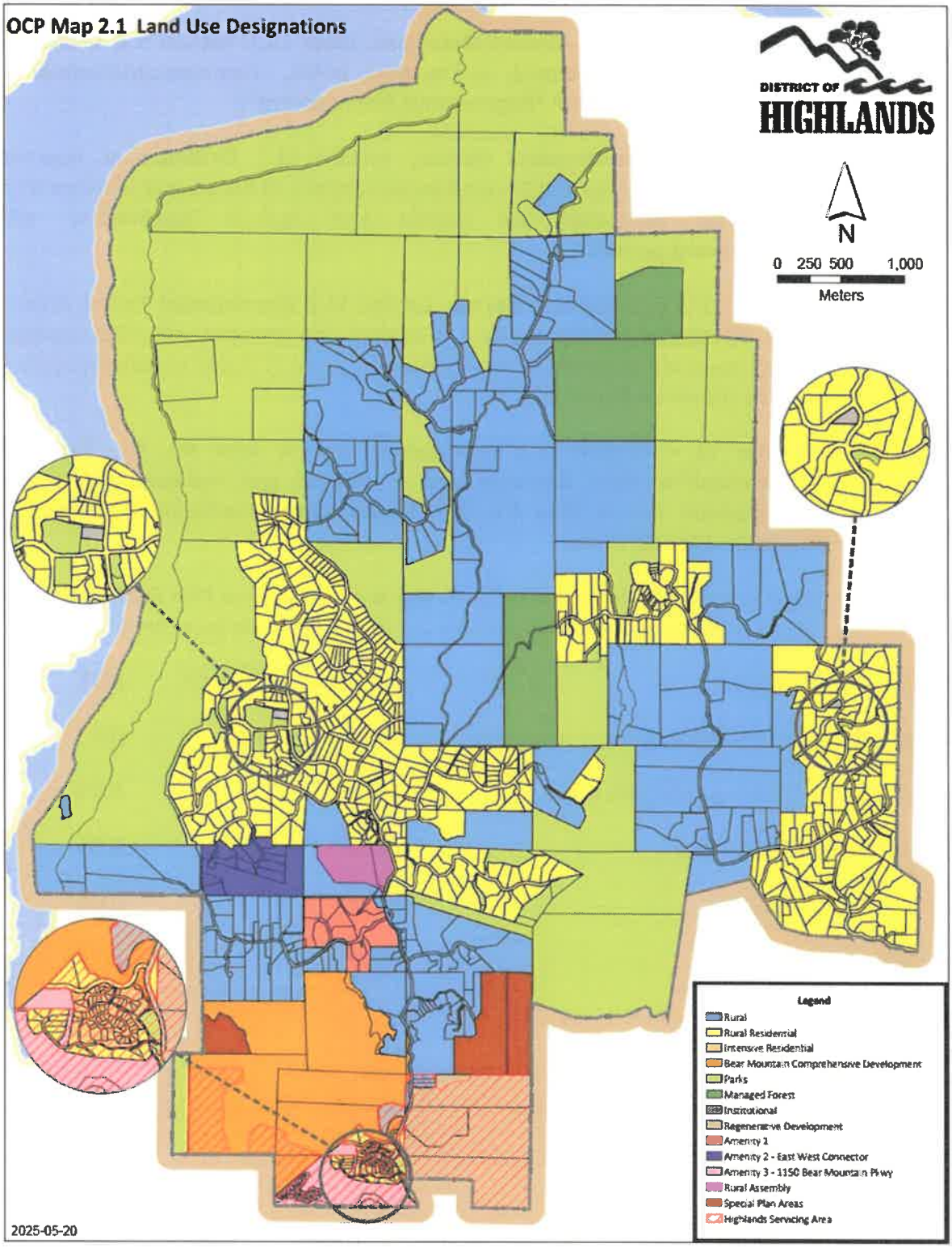
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ADOPTED this		day of		2025

MAYOR

CORPORATE OFFICER

SCHEDULE A to Bylaw No. 450

OCP Map 2.1 Land Use Designations



SCHEDULE B to Bylaw No. 450

11.6 Development Permit Area No. 4 – Regenerative Development

Area Affected

Lands designated as "Regenerative Development" on Map 2.1 are designated as Development Permit Area No. 4.

Purpose

- To promote greenhouse gas emissions reduction.
- To promote energy and water conservation.
- To regulate the form and character of commercial and industrial development.
- To protect the natural environment, its ecosystems, and biological diversity.

Objectives

- Prioritize environmental restoration through well-designed redevelopment.
- Support regenerative site design and construction outcomes.
- Sensitive integration of new development with the existing community and environmental context.

Specific Exemptions

Development Permits are not required in Development Permit Area No. 4 for:

- Minor alterations to the design and finish of the exterior of a building or structure that do not change the character of the development.
- Buildings, additions, structures and equipment less than $10m^2$ in floor area.

Justification

The main purpose of this Development Permit Area is to support climate action. Land uses, activities and on-site programming can impact the climate either positively or negatively. Integrating natural assets and ecological values in any development proposal is critical. Moreover, facilitating developments that utilize innovative technologies to reduce greenhouse gas emissions and conserve energy and water is also key to climate action.

This development permit authority supports the provincial government's broader action on climate change, including the requirement for local governments to have greenhouse gas reduction targets and policies and actions in official community plans and regional growth strategies and help meet their B.C. Climate Action Charter commitments.

Additionally incorporating the Form and Character Guidelines into a project's design will encourage the creation of contextual and compatible architecture, high-quality pedestrian realms, and sustainable and resilient design, and will contribute to placemaking and design excellence in Development Permit Area No. 4.

Guidelines

Development Permits issued in Development Permit Area No. 4 shall be in accordance with the following Guidelines:

Sustainability, Ecology, and Rewilding

1. Prioritize the use of previously disturbed sites and preserve sensitive ecological areas, such as forests with mature trees, rocky outcrops, creeks, and wetlands.
    a. Establish buffer zones or areas of non-disturbance which will remain free of development and prevent built-environment encroachment on natural areas.
2. Incorporate landscaping that prioritizes native and adaptive non-native plant species and provides a wide range of food sources for insects, birds, and other wildlife.
    a. Clearly define ecological restoration strategies that account for the surrounding ecosystem and the impacts of past site disturbances.
    b. Consider additional habitat restoration strategies, such as nesting boxes, green roofs, bioswales, and rewilding.
3. Establish wildlife corridors and exterior green infrastructure to connect fragmented habitats and promote biodiversity.
4. Minimize grading and excavation to reduce soil erosion and habitat disruption.
5. Implement soil erosion and sediment control measures to prevent site degradation during and after construction activities and to protect surface and groundwater quality.
6. Utilize strategies to control and eradicate invasive plant species including monitoring native species over time.

Stormwater Management

7. Use primarily landscape-based stormwater management best practices, such as rain gardens, swales, permeable surfaces, and green roofs, in order to:
    a. Mitigate the impacts of past site disturbances.
    b. Minimize the effective impervious area (EIA) on site.
        i. Best practices suggest an EIA target of less than 10% of the total site area.
    c. Protect and enhance surface water and groundwater quality and quantity.
    d. Manage average rainfall events.
    e. Limit underground stormwater management systems.
8. Plant native and adaptive non-native drought-tolerant trees and plant species that are resilient to future climate projections and that maximize ecosystem services.

Energy Efficiency

9. Use exterior design strategies to enhance buildings' energy efficiency and performance, such as:
    a. Designing buildings with a simplified form, using simple shifts in massing and fewer complex junctions to minimize building envelop heat loss.
    b. Using heat exchangers and/or similar technologies for heating and cooling.
    c. Employing passive solar design strategies, such as exterior shading devices, to optimize solar gain in winter (and less in summer).
    d. Optimizing natural ventilation opportunities.
10. Design buildings to include or be 'ready' for on-site exterior renewable energy systems by including, for example:
    a. On-site power generation (e.g., solar photovoltaics) and battery storage.
    b. Conduit from electrical panels to rooftop areas for solar panels.
    c. Adequate space and structural support for the future installation of, for example, solar photovoltaic panels and battery storage.

11. Use durable exterior designs to extend the lifespan of buildings and reduce the need for frequent replacements.
12. Maximize the use of healthy and non-toxic finishes on buildings' exteriors.

General Architectural Design

Where appropriate and relevant to the use and function of the building:

13. Orient primary building façades and entries to the fronting street or open space to create street edge definition and activity.
14. Locate and design windows, balconies, and street-level uses to create active frontages and 'eyes on the street' with additional glazing and articulation on primary building façades.
15. Design buildings and site features to the human scale through the use of exterior architectural features, details, and site design elements that are human-proportioned and oriented toward pedestrian activity.
16. On larger sites, seek to create a unified and cohesive appearance and architectural character while introducing variation in façade treatments.
17. Use muted colours chosen from a palette representative of Highland's natural surroundings where a visual accent is warranted to optimize energy efficiency.
18. Provide weather protection for high-use areas, such as primary building entrances, exterior stairs, and active building frontages.
19. If high use, public spaces are created, consider integrating public art on-site to generate interest and activity and reflect the unique natural, Indigenous, industrial, or settler history of the Highlands.
20. Where possible, use site planning and landscape design to minimize noise impacts.
21. Employ wayfinding, lighting, and universal accessibility principles to appropriate site areas, such as primary building entrances and pedestrian routes.
22. Design building entrances to be well-defined, visible, and clearly lit.

Site Planning

23. Ensure that site planning and design achieve favourable microclimate outcomes through strategies such as:
    a. Locating outdoor spaces to maximize sunlight throughout the year.
    b. Planting both evergreen and deciduous trees to provide a balance of shading in the summer and solar access in the winter.
    c. Using building mass, trees, and planting to buffer winds.
24. Design buildings, structures, and additions with consideration for the relationship of adjacent buildings, open areas, the efficiency of the circulation system, and compatibility with surrounding development.
25. Site and design buildings visible from roads so that their office and/or retail portion of the building is oriented towards the road.
26. Integrate loading areas into the design of the building.
27. Locate accessory uses (such as loading, garbage collection, utilities, and parking access) away from public view and not in conflict with public circulation patterns.

Landscape Design and Open Space

28. Use Crime Prevention through Environmental Design (CPTED) principles to support public safety through the use of appropriate lighting, visible entrances, opportunities for natural surveillance, and clear sight lines for pedestrians.
29. Avoid blank, windowless walls along streets or other public open spaces.
30. Where large retaining walls are unavoidable, utilize terracing with integrated landscaping, including regularly spaced trees/hedging along the base that covers 75% or more of the visible portion of the wall from public spaces.
31. Design attractive, engaging, functional and efficient on-site exterior open spaces.
32. Use landscaping as a privacy buffer and define private, semi-private, common/shared, and public outdoor areas.
33. Integrate Pest Management measures for landscape design and maintenance.
34. Design communal outdoor areas to foster social interaction and a sense of community and provide outdoor employee amenities area such as lunch and break areas.

Screening & Fencing

35. Garbage and recycling materials should be in containers that are weatherproof, non-combustible, and animal-resistant within the boundaries of each site.
36. Integrate service areas, dumpsters and garbage containers, recycling containers, utility kiosks and areas, and service or mechanical apparatus into the landscape or exterior building design and screen with fences, walls, gates, or landscaping from public view.
    a. Ensure these areas do not impact public open spaces or pedestrian pathways.
    b. Ensure these areas are clearly shown on site plans.
37. Locate mechanical equipment, such as the outdoor components of heat pumps and air conditioners, vents, and service areas to minimize impacts on adjacent residential buildings by avoiding proximity to windows, doors, and usable outdoor spaces.
38. Design buildings to ensure that adjacent residential properties have sufficient visual privacy (e.g., by locating windows and balconies to minimize overlook and direct sight lines into adjacent units) and protection from light trespass and noise.
39. In cases where publicly visible parking is unavoidable, screen parking using strategies such as:
    a. Landscaping and tree planting space.
    b. Trellises.
    c. Grillwork with climbing vines.
    d. Other attractive screening with some visual permeability.
    e. Incorporating a buffer or setback from the public to adjacent neighbourhoods.
40. Integrate perimeter landscaping of similar character with the natural landscape and the landscaping of adjacent development for streetscape continuity.
41. Maintain a wide natural buffer along Millstream Road, and additional landscape treatment and berming to attenuate noise, improve aesthetics, and reduce impacts of noise, odour, or shadow.
42. Fence designs will be appropriate to their function and location, with consideration for both landscape design and sustainability principles.
    a. Where appropriate (e.g., perimeter lot fences), fences should be designed to facilitate the movement of wildlife (e.g., with a small gap at ground-level).
    b. Fences visible to the public should be screened by landscaping.
    c. Materials will be of sufficient quality, size, and strength.
43. Fence designs – including elevations, materials, and related construction details – will be submitted as part of a landscape plan.

Signage and Lighting

44. Signs may not contain or utilize any flashing, blinking intermittent or moving light as a source of illumination.
45. Locate signage below the roofline, and integrate signage with the building façade through colour and graphic style.
46. Integrate dark sky principles across site and building designs.
    a. Ensure top-mounted light fixtures are fully shielded and directed away from residential or wildlife areas.
    b. When top-mounted light fixtures are not feasible, use visors or other directional control devices to prevent spillage of light into the night sky.
    c. Ensure on-site lighting and signs do not produce glare on neighbouring roads, properties, or the night sky.

Parking

47. Avoid locating off-street parking between the front façade of a building and streets, open spaces, or pedestrian circulation routes.
48. Where appropriate, divide large parking lots into smaller parking areas with well-integrated landscape pockets to avoid large expanses of paved areas and to provide easy accessibility to buildings.
49. Where practical, utilize landscaped swales adjacent to parking areas to maximize canopy coverage and provide cooling, GHG capture, air quality enhancement, urban habitat, stormwater capture, filtration, and infiltration.
50. Consideration may be given to the replacement of parking stalls with transportation demand management practices (e.g., transit passes, carshare) as recommended by a Parking Study.
51. Where appropriate to site uses and activities, provide secure, weather-protected bicycle and human-powered vehicle parking and amenities, including:
    a. Covered short-term parking in well-lit and highly visible locations, such as near primary building entrances.
    b. Facilities such as showers and lockers to support cycling and other forms of active transportation.
    c. Ample space and consideration for cargo bikes and other larger forms of human-powered vehicles

Transportation and Mobility

52. Provide electric bicycle and vehicle charging infrastructure in line with District, Regional, or Provincial requirements and best practices.
53. Where appropriate to site uses and activities, create enhanced pedestrian routes, including weather protection on buildings and street frontages.
54. Provide support for car-share, carpool, bike-share, and other transportation-sharing models.

SCHEDULE C to Bylaw No. 450

Appendix C - South Highlands Local Area Plan

The South Highlands Local Area Plan refines some of the broader concepts in the Official Community Plan. To the extent of any inconsistency between the South Highlands Local Area Plan and the remainder of the Official Community Plan, the South Highlands Local Area Plan takes precedence.

c.1 Table

The Table below shows how the OCP is updated and coincides with the South Highlands Local Area Plan (SHLAP).

SHLAP	OCP Amendment
Section 1.3 Area Context and s. 3.3 Land Use Map	Designate GFL Site, Millstream Meadows, OK Industries and Millstream Industrial Park as Regenerative Development Land Use Designation on Map 2.1
Section 1.3 Area Context, s. 3.3 Land Use Map and s. 3.4.3.1	Designate Tsartlip First Nation and Crown Lands as Special Plan Area Land Use Designation on Map 2.1
Section 3.2.1 Administration and s. 3.4.1 RD – Regenerative Development	Replace Commercial Industrial policies and objectives with Regenerative Development policies and objectives in Chapter 2 and other applicable sections
Section 3.2.1 Administration and s. 3.4.2 SPA – Special Plan Area	Add Special Plan Area policies and objectives in Chapter 2
Section 3.2.1 Administration, s. 3.4.1 RD – Regenerative Development and s. 6.2.6 Sustainability and Climate Action Policies	Replace Development Permit Area 4 – Highlands Commercial/Industrial Gateway Area in section 11.6 with a New Development Permit Area 4 – Regenerative Development

c.2 South Highlands Local Area Plan

Begins next page.



c.2 SOUTH HIGHLANDS LOCAL AREA PLAN (SHLAP)

FEBRUARY 3, 2025

DISTRICT OF HIGHLANDS

ACKNOWLEDGMENTS

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1. INTRODUCTION

The South Highlands Local Area Plan (SHLAP) provides detailed policies and recommended actions to guide future land use and private and public investments in the South Highlands area for the next 20+ years.

The District of Highlands (the District) is characterized by an abundance of natural parks and large undisturbed areas that include rocky outcrops, older second growth forests, lakes, and wetlands. Highlands is surrounded by other municipalities, with Langford and View Royal to the South, Saanich to the east, and Malahat Nation and the CRD to the West, across Saanich Inlet. Additionally, the WJOŁEŁP or Tsartlip First Nation is in close proximity to the Highlands.

The South Highlands is a unique area, consisting primarily of large rural lots, industrial sites, rural residential properties, and a golf course. The area is in a time of significant land use tension and transition. Recent rezoning applications (not approved) and mines permit applications (approved) have resulted in substantial unrest and uncertainty in the community with regard to future development and land use. This recent history is the primary catalyst for this Local Area Plan (LAP). In response, the SHLAP is an important tool to create a common vision and guide future land use decisions in the District.

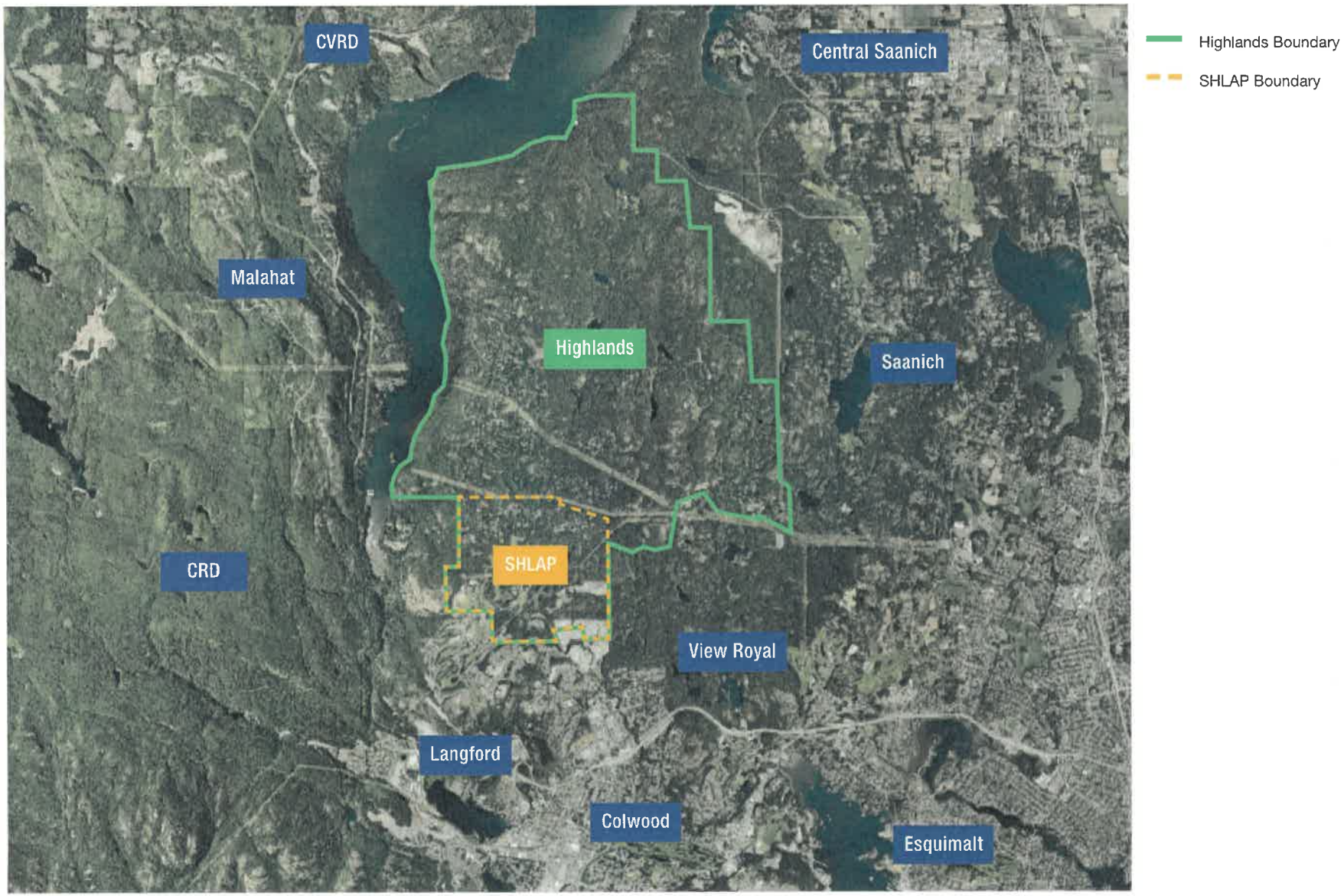
In early 2020, the District commenced the LAP. Community consultation was central to the process, with a community Task Force playing a key role. The engagement process included multiple opportunities for dialogue and engagement, with residents, landowners, employees, and other stakeholders providing feedback via a project launch event, two community surveys, a stakeholder workshop, targeted stakeholder interviews, and other online engagement. The Project was undertaken during changing public health orders in response to the COVID-19 pandemic, posing multiple challenges and barriers to engagement across the Project lifespan.

Through this process, the community made its values clear, including protecting the natural environment and finding innovative ways to approach the challenges of the future as related to the climate emergency. As a result, this Plan aims to bridge a gap between the current model of land development and resource extraction with a future focused on protecting natural spaces and ecological recovery.

This Plan is based on community input, as well as contemporary best practices, policy directions, and planning principles. The policies and strategies seek to strengthen the long-term vitality and resilience of the area while being consistent with community-based goals, values, and principles.



LOCATION CONTEXT MAP



1.1 HOW TO USE THIS PLAN

The SHLAP serves as a guide for future decision making and investment within South Highlands. The Plan provides clear goals, guidelines, policies, and strategies to help achieve the vision for the area.

1.1.1 What is a Local Area Plan?

Local Area Plans (LAPs) provide direction for how a particular area will be managed over time. They typically include detailed guidelines and policies to direct the land use, transportation (including cycling, walking, transit), parks and open spaces, design, and other planning elements in the area. An LAP further refines the high-level directions found in the documents such as the Highlands Official Community Plan (OCP) and Integrated Community Sustainability Plan (ICSP) and applies those refined policies to a specific neighbourhood. The SHLAP seeks to achieve the Policies, Goals and Objectives of the OCP and ICSP, while also recognizing the specific opportunities and constraints of a defined area.

1.1.2 Who is the Plan for?

The SHLAP is intended to work as a guide for citizens, landowners, and District staff when contemplating development proposals and applications in the Plan Area. This Plan should be reviewed against private and public land use applications; capital works projects; and community improvement and development projects.

The Plan advances the implementation of OCP and ICSP Goals and Objectives as well as District initiatives as South Highlands changes over time. Finally, the Plan outlines the planning and design standards and expectations within the South Highlands Area to be considered by the District to facilitate achieving the Plan vision.

1.1.3 Understanding Policy Language

Where a descriptive section or image accompanies a policy, it is provided for information purposes only to enhance the understanding of the policy. Where "should" or "may" is used in a policy, the intent is that the policy is encouraged but can be adjusted where circumstances provide for courses of action that would satisfy the general intent of the policy.





1.2 CONTEXT

The SHLAP was developed at a time of transformation for the South Highlands and the region. During the development of this Plan, the region experienced:

a. An increased demand for gravel and asphalt as a result of increased land and housing development; and

b. A shortage of land for industrial development.

Additionally, both the Highlands and the Capital Regional District (CRD) declared a climate emergency and set objectives and goals respectively to be carbon neutral by 2030.

Meanwhile, the effects of climate change were seen in the record heat wave of June 2021 and massive flooding events in Southern BC during November 2021.



As a result, the Plan needed to respond to opposing interests related to:

a. Pressure for continued economic growth and resource extraction associated with development; and

b. Interest in protecting intact natural systems that contribute to making this planet habitable.

The Plan offers a balanced approach that transitions commercial industrial designated lands to a new designation that supports ecological protection and regenerative development. This approach leaves future Highlands Councils with some ability for adjustment as the severity of the climate emergency, and the values and costs of reforestation and ecological recovery become clearer.

A major limitation of immediately shifting to protecting natural systems and limiting development is the uncertainty surrounding future government support to incentivize ecological recovery, making land use decisions difficult.

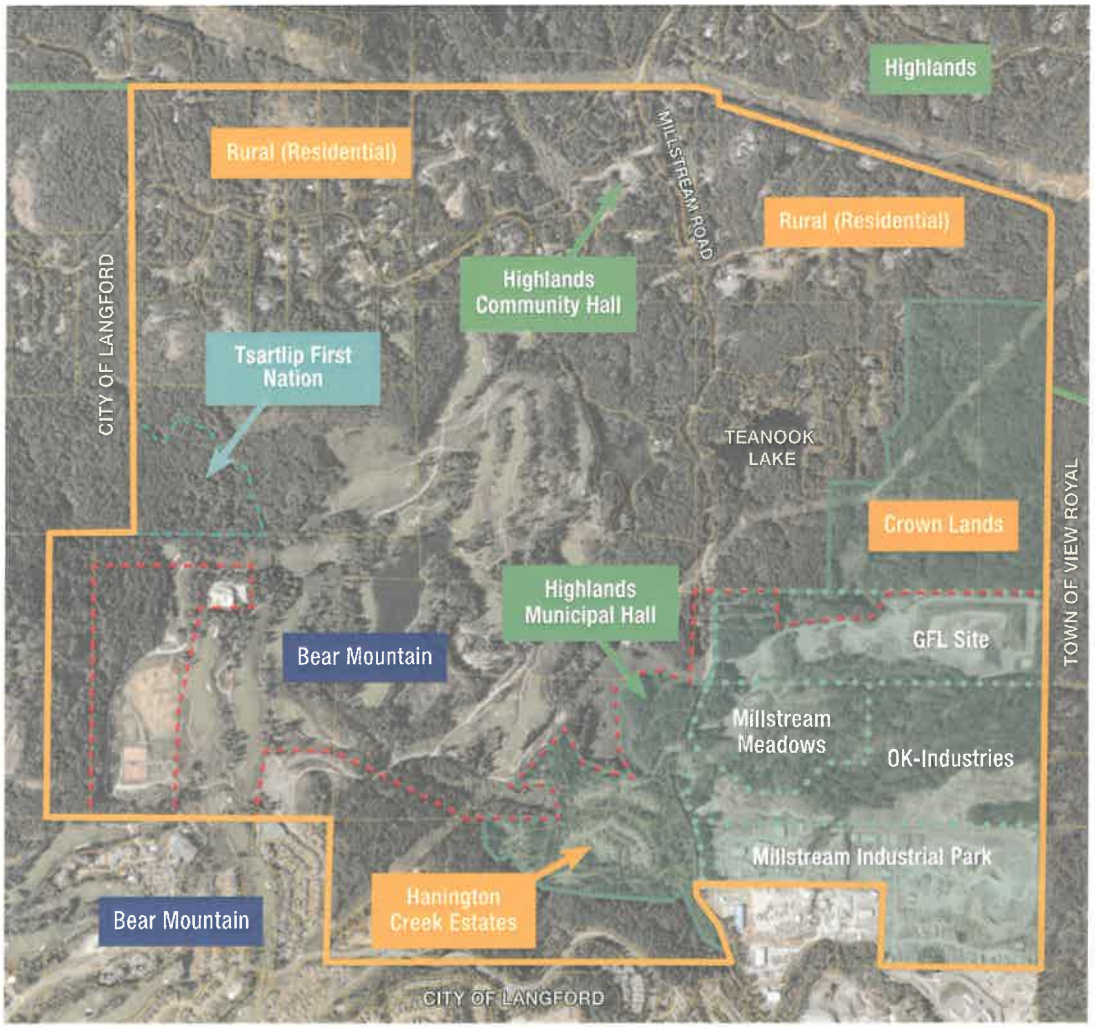
1.3 AREA CONTEXT

1.3.1 Plan Area

The Plan Area is outlined on the right, and shows both an LAP Boundary (i.e., the study area or LAP Area) and an LAP Focus Area (i.e., the area of emphasis).

Outside of the Focus Area, the study area primarily consists of rural residential properties, the Bear Mountain Golf Course and Ecoasis development areas, and community uses and amenities (e.g., community hall), as well as a large property owned by Tsartlip First Nation. The Focus Area primarily consists of industrial/ commercial lands (in terms of active uses and/or current policy direction), Hanington Creek Estates, and two large parcels owned by the Province. The Focus Area was emphasized throughout the SHLAP process.

STUDY AREA MAP





1.3.2 History

FIRST NATIONS

The District of Highlands lies within the traditional territory of the WSANEC (specifically Tsartlip and Malahat Nations) and, to a lesser extent, Lekwungen peoples, who both have a rich cultural and spiritual connection to the lands that are now known as the Saanich Peninsula and Gulf Islands, and the surrounding sea, extending back in time over thousands of years.

Today, the Highlands is within closest proximity to the WJOŁEŁP or Tsartlip First Nation, which have a strong, distinct sense of community and culture.

EARLY SETTLERS

In 1852, the Douglas Treaty with the WSANEC peoples specified that hunting and gathering could be carried out in traditional areas on "unoccupied" lands. The Highlands quickly became "occupied" and supplanted First Nation use of the area. By the 1880's the Highland Land District had surveyed properties, generally 160 acres, and these lands were made available to early settlers. Many of these early settlers left their mark on the Highlands today in the form of place names.

INCORPORATION & RURAL VISION

From the 1940's, parts of the South Highlands has seen unregulated and regulated disposal of various liquid and solid waste materials. During the 1980's, parts of the South Highlands were considered for possible urban settlement.



The Highlands was incorporated as a District municipality in 1993. Shortly after, the District completed its first OCP in 1997 – and its first policy goal was to protect the natural environment. This resulted in large rural lot sizes and the creation of large parks and conservation areas. Today, Highlands remains one of the least developed areas of the Greater Victoria Region.

1.3.3 Development Context

OK INDUSTRIES / MILLSTREAM MEADOWS

OK Industries and Millstream Meadows (owned by the Capital Regional District) make up a majority of the Focus Area. A joint rezoning application in 2015 (not approved) and mines permit application by OK Industries in 2017 (and approval in 2020) has resulted in substantial uncertainty in the community with regard to future development and land use. This recent history is the primary catalyst for this LAP and directs the Focus Area to the southeast portion of the District.

BEAR MOUNTAIN

The Bear Mountain Golf Course and development area makes up a significant portion of the LAP Area. Future development of this area is controlled by a combination of Highlands OCP, Zoning Bylaw, and a legal development agreement. As a result, this portion of the LAP area has been excluded from the Focus Area, despite its relative prominence.

1.3.4 Policy Context

The SHLAP is intended to identify and inform potential future amendments to existing policy (e.g., Highlands Official Community Plan).

EXISTING OCP LAND USE

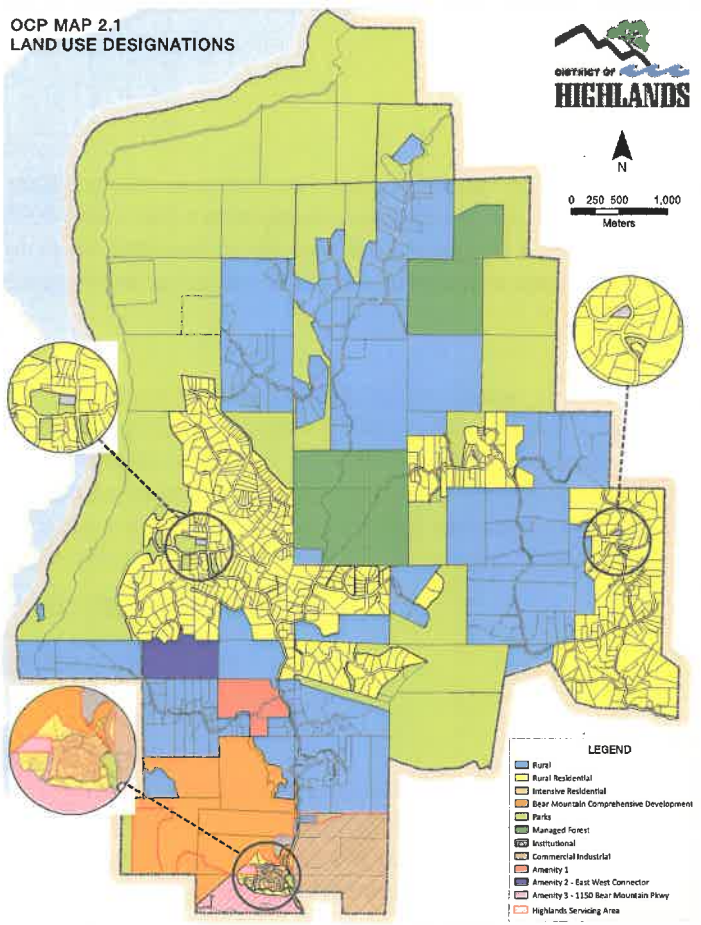
The OCP states that the opportunity to live near nature and enjoy a rural lifestyle is highly valued in the Highlands. This is seen in the large lot sizes, expansive natural areas, and balance of agricultural and forestry uses typical of rural communities. Public engagement over the past decade strongly demonstrates that people have chosen a rural lifestyle and wish to see this choice available to future residents. As such, residents expect a land use policy framework that responds to this vision and respects the needs of a rural lifestyle.

OFFICIAL COMMUNITY PLAN: KEY DIRECTIONS

Key guiding policies, currently in the OCP, include the following:

- The Highlands Vision describes a primarily residential community, rural in nature, that will strive to diversify its economy while preserving its natural systems.
- The Highlands will provide for an adequate tax base, including light industrial, related commercial and nature-related recreational uses in some areas of the Highlands in order to support basic, affordable, municipal services and facilities.
- Generally, the District encourages all buildings to leave a small footprint on the landscape and be built with energy efficient standards that represent industry best practices.
- The District will provide sufficient park lands and trails for its community and work to protect and conserve local ecosystems.
- For Commercial Industrial Land Use (in the Focus Area), which may be subjected to amendments:
  - The Highlands Commercial-Industrial Gateway Area should be redeveloped with a range of light industrial and service commercial uses including green-economy based industries that are more consistent with the character of the Highlands.
  - Landowners are encouraged to coordinate their business operations, land planning and servicing, which should be placed underground.
  - Landscaping and screening of existing native vegetation will be maintained on any borders of the area and adjacent uses to prevent visual and noise intrusion of commercial and industrial uses.

OFFICIAL COMMUNITY PLAN (OCP) MAP



See the OCP Map 2.1 for a full version of the OCP Land Use Map.





INTEGRATED SUSTAINABILITY PLAN: KEY DIRECTIONS

An Integrated Community Sustainability Plan (ICSP) is a framework that helps guide the community toward its articulated vision of a successful and sustainable future.

Key guiding principles include the following:

- **Intergenerational equity** - providing future generations with the same environmental potential as presently exists
- **Decoupling economic growth from environmental degradation** - managing economic growth to be less resource intensive and less polluting
- **Integration** - integrating environmental, social and economic sectors when developing sustainability policies
- **Ensuring environmental adaptability and resilience** - maintaining and enhancing the adaptive capacity of the environmental system
- **Preventing irreversible long-term damage** - to ecosystems and human health
- **Ensuring distributional equity** - avoiding unfair or high environmental costs on vulnerable populations
- **Accepting global responsibility** - and assuming responsibility for environmental effects that occur outside areas of jurisdiction
- **Education and grassroots involvement** - people and communities investigating problems and developing new solutions

HIGHLANDS PARKS, TRAILS, AND RECREATION: KEY DIRECTIONS

The District of Highlands has three master plans guiding parks, recreation, and trail development including the Parks and Recreation Master Plan, Trails Master Plan, and the Roadside Trail and Cycle Network Master Plan.

Key guiding directions include the following:

- The Master Plans envisage a system of parks, protected areas, trails, and facilities that will provide recreation opportunities for the residents of the Highlands and Capital Region.
- Continue to place a high priority on the conservation of the natural ecosystems of the Highlands in parks and other conservation areas.
- Encourage recreational activities that do not compromise the integrity of the natural environment.
- To take advantage of opportunities to add to the municipal parks and trail systems.

1.4 PROJECT PROCESS

The Project process was rooted in a community-driven approach to developing the final Plan.

The adjacent timeline illustrates this process – the core of which was the community consultation. In addition to these steps, the Project Team worked collaboratively and iteratively with District staff to refine the Project. Key stakeholders were directly engaged to provide input, including the Highlands Council, the Capital Regional District, and landowners within the Plan Area.

The majority of the SHLAP process was undertaken during the height of the COVID-19 pandemic. This posed numerous challenges to engagement, and, in response, the consultation process was adapted to heavily rely upon digital tools.

The final SHLAP was directly informed by the outcomes of the engagement process along with contemporary best practices, neighbourhood planning principles, consultant analyses, and staff input.

1.4.1 CONSULTATION

As seen in the adjacent diagram, the SHLAP Project process engaged a cross-section of the Highlands public including a Task Force, Stakeholders, and general public. The SHLAP Task Force played a key role in the development of the Plan.

TASK FORCE

A Task Force made of residents and landowners and was established to guide the development of the Plan, and provide input at key stages. The conduct of Task Force meetings was in general compliance with Council Procedure Bylaw No. 251. Over the course of the planning process, twelve Task Force Meetings were held from February 2020 to May 2022.

Task Force voting members, selected by Council, were based on a process that sought to achieve a broad range of views. Non-voting members were made up of Council representatives, District of Highlands planning staff, and Project consultants.



BACKGROUND ANALYSIS | UNDERSTANDING THE CONTEXT

July-Aug 2020 - Project Team

Technical analysis of existing conditions to better understand the LAP context and identify key challenges and opportunities. Outcomes will inform the content of the subsequent consultation events.



IDEAS FAIR | VISIONING & ISSUE IDENTIFICATION

September 2020 - Public

An interactive consultation event to harvest public feedback and generate high-level directions and big ideas for the future of South Highlands.



POP-UPS & SURVEY | HARVESTING FEEDBACK

September-October 2020 - Public

Pop-up events (or alternative digital events), along with a widely-circulated survey, extended the reach of the Ideas Fair to the wider community. Directions from the public helped form the base for discussions during the Stakeholder Workshop.



STAKEHOLDER WORKSHOP | GENERATING DIRECTIONS

November 2020 - Stakeholders

An interactive workshop helped to refine high-level directions into possible land use scenarios for the South Highlands. A set of key elements and scenarios was developed for use in the Early Directions Survey.



EARLY DIRECTIONS SURVEY | REFINING DIRECTIONS

Fall 2021 - Public

A second large public online event allowed residents to share feedback and comment on the early LAP directions generated from the workshop and Ideas Fair. A digital survey extended the reach of the gallery within the community. Further consultation with District Council also helped to inform and refine directions.



ONLINE ENGAGEMENT | REVIEWING THE DRAFT

Summer 2022 - Public

Once a draft LAP is developed, an online consultation is facilitated to give the public opportunity to comment on and discuss the draft Plan prior to the final round of revisions.



COUNCIL PRESENTATION

February 2023 - Public

The final SHLAP will be presented to Council at a public meeting.

2. PLANNING & DESIGN FOUNDATIONS

Throughout the Project process, the community provided input on the future vision of the area, as well as the core values and principles that should guide public and private investment.

2.1 THE 2050 VISION

South Highlands is a primarily rural residential community set within healthy forest ecosystems. Those who live in South Highlands highly value the natural environment and rural lifestyle. We are actively involved in the community and work with our neighbours to achieve common goals.

After many years of environmental stress on the landscape, the Gateway Area is a model of regenerative development. Some areas have been restored and managed through re-wilding and community-based climate action. And, other areas are regenerative economic hubs that strive to prioritize ecological health, while integrating with the rural nature of the area.

As stewards of the natural environment, we continue to protect the land and water to ensure its health and integrity for future generations. As community members, we continue to steward and establish open spaces, connected trails, and outdoor recreation amenities, while seeking other opportunities – such as alternative forms of housing -- to support the needs of our community.



WHAT IS REGENERATIVE DEVELOPMENT?

A key term used in the 2050 Vision and policies of this document is Regenerative Development.

The term "development" generally refers to the use of resources (e.g., land development, agriculture) to improve the wellbeing of a society.

Regenerative Development is a development paradigm that seeks to push beyond sustainable development. While sustainable development focuses on development that protects the ability of future generations to develop and use resources, ***regenerative development focuses on*** the use of holistic processes to create feedback loops between manufactured, financial, social, human, and natural capitals that are mutually supportive, increasing the capacity of the underlying systems of each capital.

2.2 GOALS

The Plan Goals are the high-level outcomes that the SHLAP policies should seek to achieve in order to move toward the 2050 vision.



BUILD COMMUNITY AND CELEBRATE OUR RURAL LIFESTYLE



PROTECT WATERSHED AND AQUIFER HEALTH



STRENGTHEN ENVIRONMENTAL HEALTH, INTEGRITY, AND CONSERVATION

2.3 PRINCIPLES

The Plan Principles are the guiding rules to follow in order to achieve the Project goals and vision.



ENVIRONMENTAL HEALTH

Prioritize ecological health and integrity through environmental protection, restoration, and management.



SUSTAINABLE SITES

Ensure that the use of land, including the design of buildings, utilizes the latest strategies for reducing impacts on ecological systems, including stormwater management, energy efficiency buildings, renewable energy generation, and use of sustainable materials.



NET ZERO & NET POSITIVE

Seek land use outcomes that are "net zero" or "net positive" based on the full accounting of environmental, social, and economic impacts – i.e., they provide more benefit than cost.



SYSTEMS THINKING

Respect and seek to account for the connections between different complex systems around us, especially the nested environmental, social, and economic systems that relate to land use decisions.



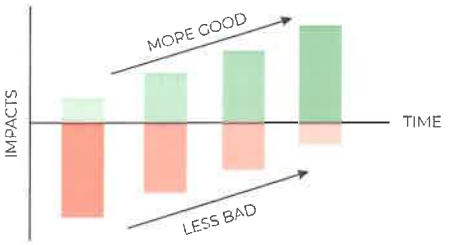
REGENERATIVE LAND STEWARDSHIP

Adhere to a stewardship approach to land management, in which the health of the land and community are paramount – rather than a paradigm of urban development and growth.

NET ZERO AND NET POSITIVE

According to the UN World Commission on Environment and Development, sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs. To pursue sustainability through land use is to create and maintain conditions in which humans and nature can exist in productive harmony.

The terms net zero and net positive are used in this Plan to provide an aspirational framework for sustainable land use in the District, in which the outcomes of land use provide equal or greater benefits than costs to current environmental, social, and economic conditions. Overall, the framework seeks "more good" outcomes over time.



Net zero and net positive are typically evaluated in terms of energy use or carbon emissions; however, in this Plan, these terms will be considered across multiple environmental, social, and economic dimensions. Net zero actions should seek to reduce all impacts (e.g., emissions) to zero but need to balance positive and negative outcomes (e.g., emitting carbon through on-site operations while capturing carbon through on-site re-greening). Similarly, net positive actions must have greater positive than negative outcomes. This framework should be viewed in tandem with the ICSP.

Assessing net zero and net positive land use outcomes relies on definitions of environmental, social, and economic sustainability as outlined below.

ENVIRONMENTAL

Living within the means of natural systems and resources. Achieving environmental sustainability means that consumption of natural resources (e.g., materials, energy fuels, land, water) happens at a sustainable rate (i.e., more gains than losses). Humans play a crucial role in protecting, regenerating, or interacting with ecosystems over time.

SOCIAL

The ability of a community or organization to persistently achieve a high standard of social well being. Achieving social sustainability means that the social needs of people in a community or organization are met, upheld, and maintained over time.

ECONOMIC

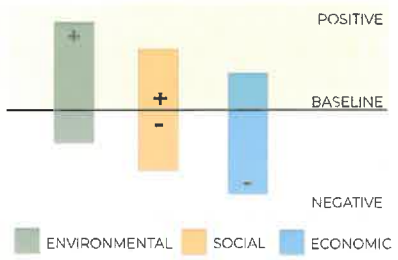
A community or organization using its resources efficiently and responsibly so that it can function while meeting collective and individual needs. Without meeting its needs, an organization cannot sustain its activities. Without acting responsibly, an organization will not be able to meet its members' needs or sustain its activities over time.

Baseline

In this plan, the baseline for assessing net zero and net positive outcomes will be determined by the council at the time of rezoning.

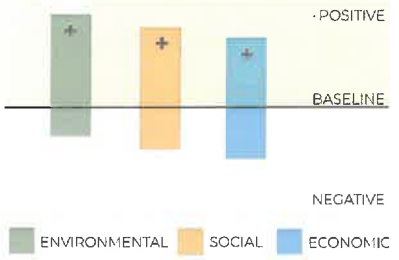
Net Zero

To achieve net zero, land use outcomes must balance benefits and gains (relative to costs and impacts) across environmental, social, and economic conditions in comparison to baseline conditions.



Net Positive

To achieve net positive, land use outcomes must provide benefits and gains (relative to costs and impacts) to each environmental, social, and economic conditions in comparison to baseline conditions.



3. LAND USE

This section provides detailed land use policies that serve to guide future decision-making regarding development and environmental stewardship in the Plan Area.

The following principles and policies prioritize protection and restoration of the natural environment, while allowing for some low-impact and regenerative development. These policies should also be viewed in tandem with other District policies including the OCP and Integrated Community Sustainability Plan.

3.1 LAND USE PRINCIPLES

The land use principles are the guiding rules to follow in order to achieve the Project goals and vision.



RESPOND TO THE CLIMATE EMERGENCY

Respond to the climate emergency by prioritizing environmental values (i.e., over economic values) and being open to innovative and emerging land uses and perspectives.



ENSURE ENVIRONMENTAL PROTECTION & RESTORATION

Maximize ecological health through land stewardship, regenerative practices, and contained development.



TRANSITION TO REGENERATIVE DEVELOPMENT

Foster regenerative development through, for example, high performance buildings, sustainable site design, and/or innovative on-site activities and programming (e.g., waste management).

3.2 GENERAL LAND USE POLICIES

3.2.1 Administration

1. The land use designations and accompanying policies of this section should inform all development application decisions in the Plan area. The land use boundaries and land uses established may be adjusted to account for unique circumstances, adaptability over time, and flexibility of implementation, so long as the intent of the policy is achieved and is consistent with the foundations, goals, principles, and policies of this Plan.
2. The District may amend OCP policies and Development Permit Area guidelines to be consistent with this Plan, including Chapter 2 Land Use and DPA 4 Highlands Commercial/Industrial Gateway Area.
3. The District may create a net zero and net positive evaluation/assessment tool.
4. In assessing land use applications, the District should prioritize the three pillars of sustainability in the following order:
    a. Outcomes that move environmental conditions toward greater health and resilience.
    b. Outcomes that move social and community conditions toward greater well-being and resilience.
    c. Outcomes that move economic conditions toward greater prosperity and resilience.
5. Where a policy requires submission of studies, analysis, or other information, the District may determine the requirements and timing of the studies, analysis, or information.
6. At the time of Zoning amendment and Development Permit application, applicants may be asked to provide the following:
    a. Detailed Landscape Plan.
    b. Integrated Stormwater Management Plan.
    c. Transportation Plan.

The SHLAP refers to "land use" as well as land use "activities" and "programming".

WHAT IS LAND USE?

Land Use is the term used to describe the planned (i.e., policy) or regulated (i.e., zoning) human uses of a property. Land use tends to refer to the high-level uses (e.g., residential, commercial, parks, institutional) or more specific permitted uses (e.g., office, warehousing, single family dwelling).

WHAT ARE LAND USE ACTIVITIES AND PROGRAMMING?

In this Plan, land use "activities" and "programming" are terms used to describe the site-specific activities, systems, and programs occuring on a particular property as part of its permitted land use.

For example, an industrial site may have specific uses, such as manufacturing and warehousing of widgets, along with onsite activities and programming, such as waste management and water systems, energy systems, recreational trails, agricultural activities, and transportation programs.

On-site activities and programming are key factors in assessing the sustainability of a particular site or land use.

3.2.2 Infrastructure

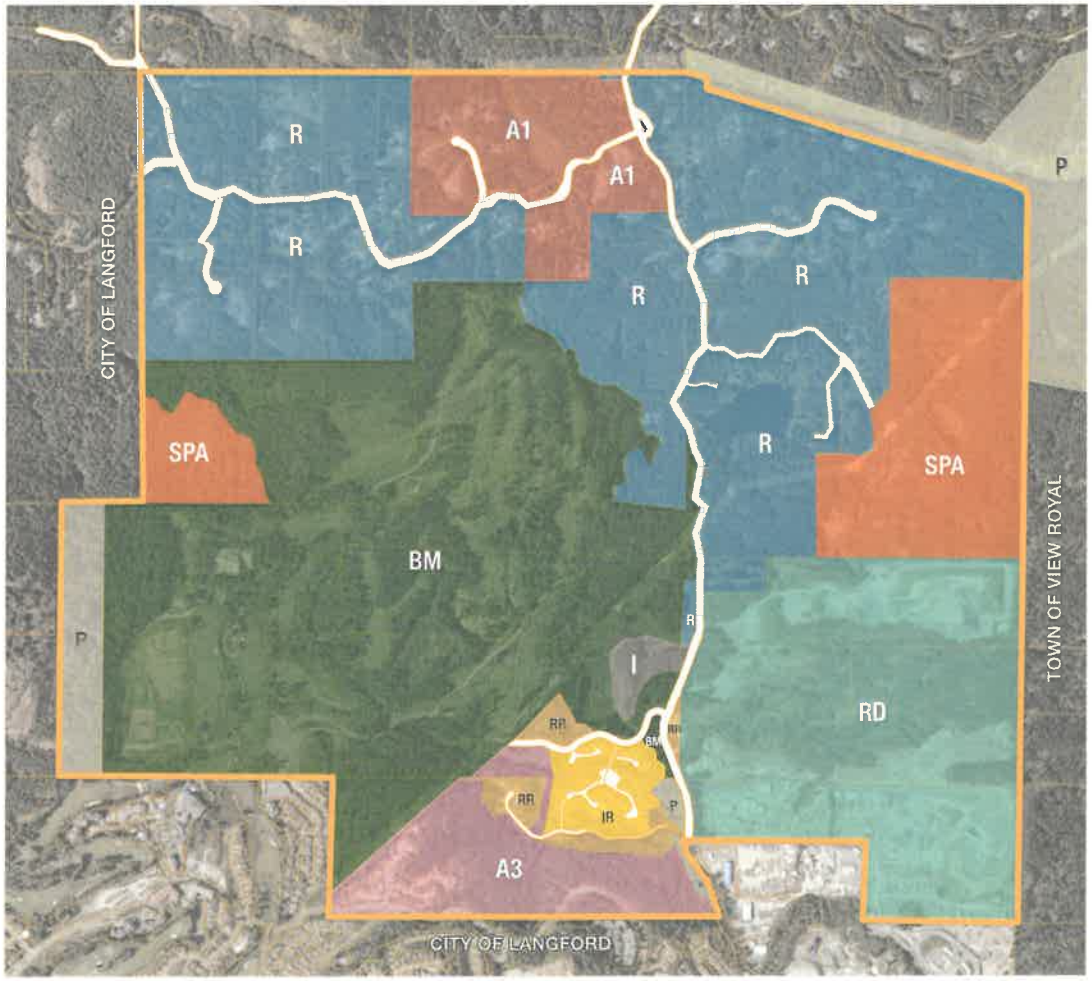
1. The District will not support any expansion to the Highlands Servicing Boundary.

3.2.3 Community Amenity Contributions

1. During zoning amendment process, the District may negotiate with all applicants for the provision of Community Amenity Contributions ("amenity contributions") according to the District's Amenity Rezoning Considerations Policy.
2. The District may update the District's Amenity Zoning Considerations Policy with the guidelines below to provide better direction for negotiating community amenity contributions:
    a. The provision of semi-public open spaces may be considered an amenity only where a legal arrangement has been established on title to preserve public access.
    b. The provision of parkland beyond the statutory requirement (5% dedication) during subdivision may be considered an amenity.
    c. The provision of public art may be considered within public or private space may be considered an acceptable component of an amenities package, with approval from the District and a binding agreement that includes provisions to ensure the long-term maintenance or replacement of the artwork.
    d. Other amenities that might be considered acceptable include but are not limited to functioning natural habitats, landscape-based stormwater and wastewater management, affordable housing units, and childcare facilities.
    e. Amenities provided off-site should not be considered as environmental offsets to on-site impacts and outcomes.



3.3 LAND USE MAP



RD - Regenerative Development

- Prioritize environmental restoration through redevelopment
- Support regenerative uses, activities, and on-site programming
- Value and account for ecosystem services
- Seek innovative & emerging opportunities for stewardship and climate action
- Secure community amenities and benefits

SPA - Special Plan Area

- Require dedicated future site-specific planning process

A1 - Amenity 1

- Maintain OCP policies and encourage further community uses

R - Rural

- Maintain OCP Policies

RR - Rural Residential

- Maintain OCP Policies

BM - Bear Mountain

- Maintain OCP policies

P - Parks

- Maintain OCP policies

I - Institutional

- Maintain OCP policies

IR - Intensive Residential

- Maintain OCP policies

A3 - Amenity 3

- Maintain OCP policies

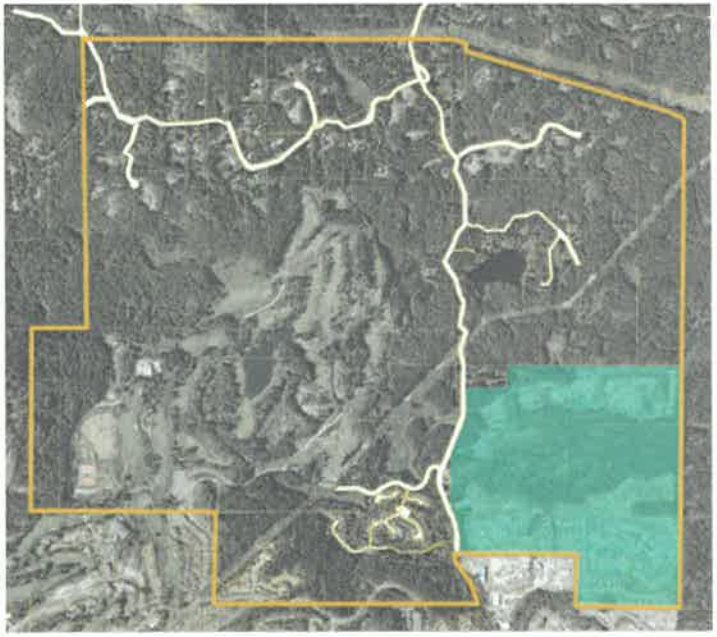
3.4 LAND USE POLICIES

3.4.1 RD - Regenerative Development

The Regenerative Development designation is intended to prioritize responding to the climate emergency through net positive land use outcomes. This can be done through environmental restoration, regenerative uses and activities, accounting for ecosystem services, accommodating innovative and emerging solutions, and securing community amenities and benefits.

3.4.1.1 POLICIES

1. Support a variety of land uses and on-site activities that:
    a. Achieve net positive outcomes (see section 2.3. for definition).
    b. Achieve site restoration including re-wilding of features or areas on a site.
2. All new developments should:
    a. Incorporate high performance and healthy buildings standards to improve energy efficiency and occupant well-being (see section 3.6. Regenerative Design Gallery for examples).
    b. Adhere to sustainable site design best practices, including the incorporation of 'green' infrastructure to manage stormwater and enhance environmental values (e.g., water quality, habitat).
    c. Retain and enrich on-site biodiversity by proactively responding to the shifting needs of a natural, healthy environment and changing climate.
    d. Reduce development impacts on the natural environment by ensuring that potential adverse effects of on-site activities are avoided or offset by regenerative activities.
    e. Have on-site activities and programming that promote resource efficiency and circular economy practices that combine economic growth, social responsibility, and environmental protection (e.g., circular waste management).
3. The District may develop new design guidelines and identify necessary development permit area guideline amendments.
4. Appreciate the beneficial role of the natural environment on the community's general well-being and foster active participation in its guardianship for future generations.
5. As part of a zoning amendment application, the District may require an Environmental Stewardship Plan to address topics such as (but not limited to):
    a. Invasive species management.
    b. Stormwater and surface water management.
    c. Tree canopy coverage.
    d. Habitat and environmental restoration.



RD - Regenerative Development

- Prioritize environmental restoration through redevelopment
- Support regenerative uses, activities, and on-site programming
- Value and account for ecosystem services
- Seek innovative & emerging opportunities for stewardship and climate action
- Secure community amenities and benefits





CASE STUDY - FINLAND REWILDING AFTER MINING[1]

The Finnish community of Selkie is leading the rewilding of rivers, lakes and carbon-rich peatlands damaged by mining.

North Karelia, located in Eastern Finland, has been the traditional homeland of the Sámi, Karelian and Savo-Karelian peoples. The people of North Karelia have enjoyed a deep and rich connection with nature through the ages. Seasonal hunting, fishing, gathering activities and, in more recent times, small-scale agriculture, have formed the basis of life in a region rich in boreal forest, lakes, rivers and marsh-mires.

North Karelia has also been a central location in recent Finnish mining history for both peat and minerals, suffering major impacts as a result.

Finland emerged as a 'land of opportunity' for international and domestic mining in the 2010s, due to the legal reforms encouraging mining company access and investment, the downscaling of independent environmental authorities and a lack of existing social and legal rights of local communities.

The trend of increasing ease of access to mineral resources is expected to intensify in future as geopolitical interest in the boreal and Arctic peripheries grows. These regions contain much of the planet's untapped mineral wealth.

In response to these new realities, Finland and North Karelia have seen the emergence of local and global actions challenging this new wave of extractivism.

This resistance has yielded early victories, for example in the village of Selkie, where the community has succeeded in restoring a whole river catchment area to health after it was damaged by peat mining and ditching for industrial forestry.

Through a restoration program bringing together traditional knowledge and science, the area has enjoyed a dramatic and rapid return to health. It has quickly become a highly regarded wetland habitat for rare birds and mammals, including sandpipers, northern pintails and wolverines.

The benefits of co-management and restoration go far beyond these measurable environmental outcomes. The development of the co-management council has changed how local-traditional knowledge is recognized and valued.

Beyond North Karelia, the successes of the Linnunsuo and Jukajoki restorations to-date has stimulated a national program of landscape rewilding in Finland to alleviate the damage caused to Finnish marsh-mires and wetlands by extractive activities.

As of February 2019, the areas under restoration totalled more than 600 hectares in area. In time, these sites will emerge as Indigenous and local community conserved areas, managed and cared for by communities like Selkie.

[1] https://theecologist.org/2019/dec/16/rewilding-finland-after-mining



CASE STUDY - DORNEY POCKET REWILDING VISION[2]

The Berkshire village of Dorney lies north of the River Thames, to the southeast of Slough and northwest of Windsor. The village was founded on low gravel islands, surrounded by alluvium, on the historic Thames floodplain. The Dorney Boreholes draw water from the gravel, which is then piped to the Dorney Water Treatment Works. The areas around Dorney were traditionally managed as grazing and hay meadows. Without intervention, the site will revert to dense, low biodiversity scrub within 10 to 15 years.

A plan was developed to produce a "pocket rewilding" vision and management plan for the 22-hectare site which had been grazed by horses until 2015. Grounded in rewilding principles, and inspired by site visits, conversations with local stakeholders and drone imagery, the vision and plans seek to "steer" natural processes to create a rich and dynamic rewilding area that can act as a role model for recovering nature on smaller areas of land. Realization of the vision will also lead to the creation of a precious natural asset for the local community.

The Dorney rewilding vision proposes an innovative, three-phase pocket rewilding process. This would lead to a dynamic and diverse area of groves, meadows and bushy thickets and thereby provide an array of microhabitats for wildlife. Phases one and two would involve "resetting" natural processes – "pushing" areas where the development of scrub is sparse back towards meadow and "steering" areas where scrub is forming – with additional planting designs – towards the establishment of thickets, copse and oak groves.

The Dorney rewilding vision will not only benefit wild nature, but also the local community and visitors. The COVID-19 pandemic has shown how important it is that we maintain our connection with nature, which helps to promote both mental and physical health. As the Dorney site becomes progressively wilder it will support an ever-growing range of activities, enhancing wellbeing and generating a sense of place and social cohesion; the mosaic of meadows and thickets will enable informal wandering and relaxation, areas of vegetation will emerge that will be ideal for school and/or therapeutic activities, orchards and berry-generating bushes will support foraging for seasonal activities such as jam and Christmas wreath-making, and the ever-changing nature of the site will create a wonderful asset for nature photography and recording.

[2] https://ecosulis.co.uk/case-studies/dorney-pocket-rewilding-vision-for-thames-water/

3.4.2 SPA - Special Plan Area

The Special Plan Area designation is intended to require a future site-specific planning process.

3.4.2.1 GENERAL POLICIES

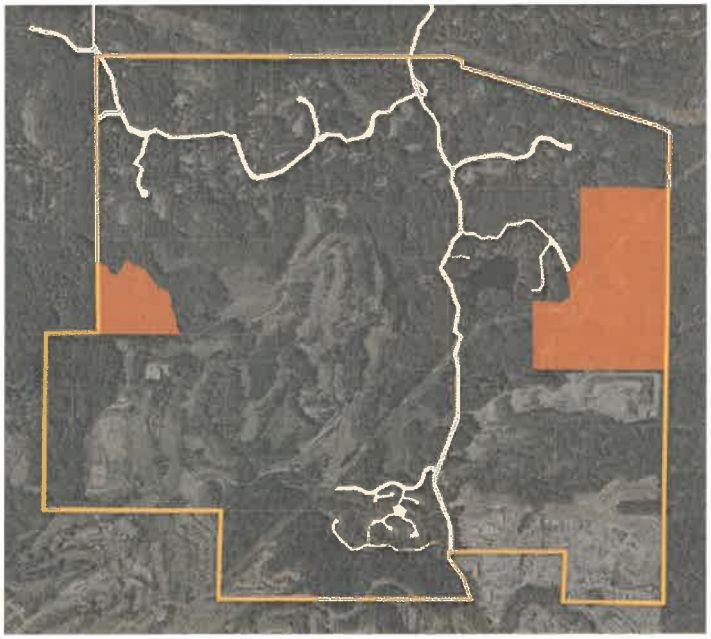
1. Special Plan Area sites require a future, site-specific process to develop a Special Area Plan to establish the future vision, land use, and other relevant directions for these sites.
2. Future Special Area Plans should be consistent with the vision, direction, and policies of this Plan.

3.4.2.2 TSARTLIP SPA POLICIES

1. The Tsartlip SPA process should involve intensive consultation and collaboration with Tsartlip First Nation.
2. The Tsartlip SPA should seek to meaningfully support Tsartlip in its community goals and the process should be undertaken in the spirit of reconciliation.

3.4.2.3 CROWN LANDS SPA POLICIES

1. The Crown Lands SPA process should involve intensive consultation with the landowners of the SPA lands and engagement with the wider Highlands community.
2. The Crown Lands SPA should give consideration for conservation lands and community housing (e.g., housing for residents that actively contribute to the Highlands community). See section 3.5 Housing for more information.



SPA - Special Plan Area

- Require dedicated future site-specific planning process
- Support plans consistent with the vision, goals, and principles of the SHLAP

3.4.3 R - Rural

3.4.3.1 GENERAL POLICIES

1. Lands designated as Rural should maintain all OCP policies.
2. Amend OCP to designate Tsartlip and Crown Lands as SPA.

3.4.4 RR - Rural Residential

3.4.4.1 GENERAL POLICIES

1. Lands designated as Rural Residential should maintain all OCP policies.

3.4.5 IR - Intensive Residential

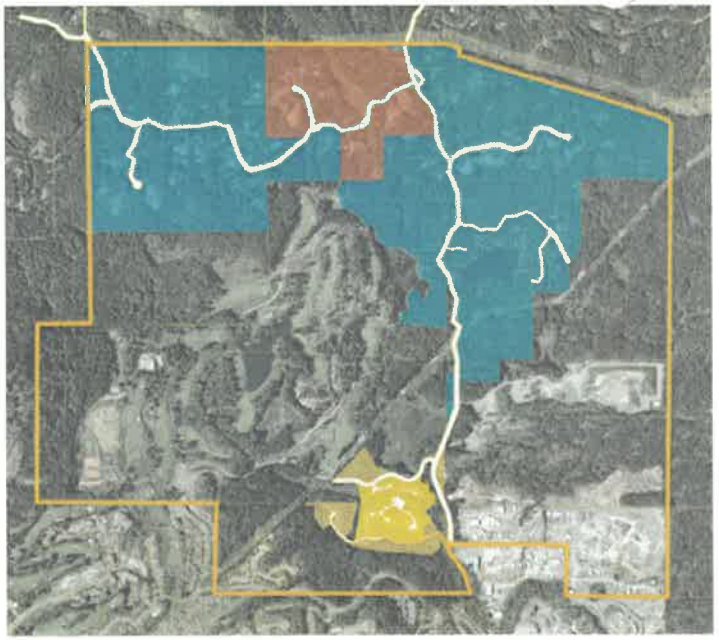
3.4.5.1 GENERAL POLICIES

1. Lands designated as Intensive Residential should maintain all OCP policies.

3.4.6 A1 - Amenity 1

3.4.6.1 GENERAL POLICIES

1. Lands designated as Amenity 1 should maintain all OCP policies and objectives to:
   a. Provide appropriate amenities that offset negative impacts of development.
   b. Further municipal policies as described in the OCP.
   c. Assist integrating any development into the community.
2. The District may consider the addition of new community and institutional uses, such as:
   a. Community and recreational spaces (both indoor and outdoor).
   b. Municipal facilities (e.g., municipal hall, fire hall).
   c. Community housing. See section 3.5 Housing for more detail.



A1 - Amenity 1

» Maintain OCP policies and consider further community uses

R - Rural

» Maintain OCP Policies
» Amend OCP to designate Tsartlip and Crown Lands as SPA

RR - Rural Residential

» Maintain OCP Policies

IR - Intensive Residential

» Maintain OCP policies

3.4.7 BM - Bear Mountain

3.4.7.1 GENERAL POLICIES

1. Lands designated as Bear Mountain should maintain all OCP policies.

3.4.8 P - Parks

3.4.8.1 GENERAL POLICIES

1. Lands designated as Parks should maintain all OCP policies including:
   a. Support the use of lands and waters for conservation and outdoor recreation.
   b. Buildings that are ancillary and related to these uses are acceptable, provided they are sited to ensure that uses or other land alteration do not harm ecosystem function or eliminate the potential for public access and environmental protection.

3.4.9 Institutional

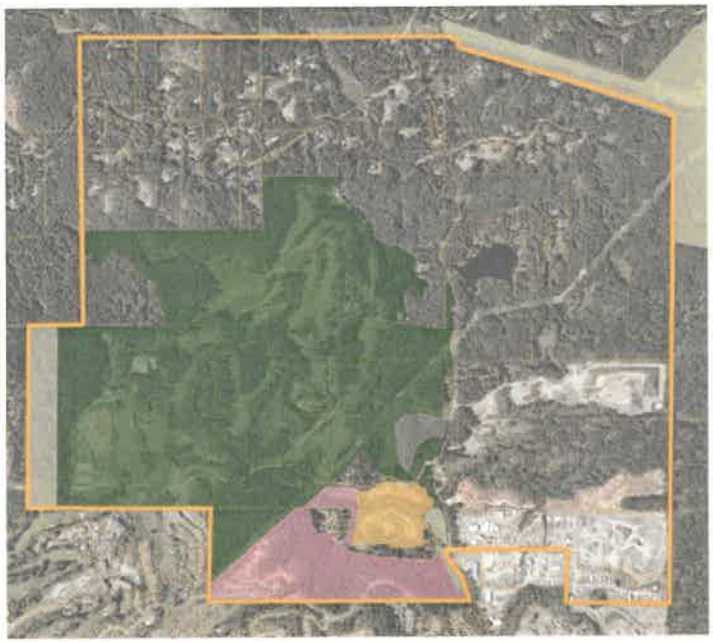
3.4.9.1 GENERAL POLICIES

1. Lands designated as Institutional should maintain OCP policies.

3.4.10 Amenity 3

3.4.10.1 GENERAL POLICIES

1. Lands designated as Amenity 3 should maintain all OCP policies.



BM - Bear Mountain

» Maintain OCP policies

P - Parks

» Maintain OCP policies

I - Institutional

» Maintain OCP policies

A3 - Amenity 3

» Maintain OCP policies

3.5 HOUSING POLICIES

3.5.1 General Policies

1. The District may develop a District Housing Policy that defines and seeks to identify and achieve community housing goals and objectives.
2. The inclusion of universally accessible and adaptable units in all new construction is strongly supported to support changing needs and demographics over time.

3.5.2 South Highlands Housing Policies

1. In reviewing land use applications and proposed Special Area Plans, the District may consider and give preference to:
    a. Alternative and innovative forms of housing that meet community needs, such as non-market and co-operative housing for residents that are actively involved in the Highlands community.
    b. A mix of housing types and tenures that accommodate a social mix, residents of all ages and abilities, changing demographics over time, and a range of income levels.
    c. Partnerships with non-market housing providers that facilitate the creation of affordable/ community housing.
    d. Opportunities for seniors housing and seniors supportive housing.
    e. Housing that achieves net zero or net positive outcomes (e.g., zero emissions, conservation covenants, regeneration of impacted lands).



3.6 REGENERATIVE DEVELOPMENT GALLERY

This gallery of aspirational images provides examples of model regenerative developments and illustrates the types of features that may be supportable in future land use proposals within the Plan area.



Outdoor space with garden/outdoor classroom provide cleansing gardens for adjacent buildings and pavement runoff.



Green roofs provide shade, remove heat from the air, and reduce temperatures of the roof surface and surrounding air.



Constructed wetlands provide aesthetic and educational benefits while they utilize remove contaminants and provide wildlife habitat.



Cisterns can store rainwater to be re-used for future landscape irrigation.



Green walls creates a natural feel and gives plants a place to thrive.



Bioswales reduce stormwater run-off.



Rain gardens have been shown to decrease the temperature of runoff from certain land uses, such as parking lots and roadways.



Porous asphalt paving reduces run-off in paving areas.



Green roofs store and utilize stormwater to reduce runoff from building sites.



Grates allow stormwater to pass through while allowing for pedestrian movements.



Structural grid paving reduces runoff in parking areas.



Trees and other vegetation can provide shade.



Curb cuts direct stormwater from street to landscape areas.



Landscape integration and natural systems reduce stormwater run-off significantly.



Facilities that support active transportation options for occupants reduce greenhouse gas emissions.

4. TRANSPORTATION & MOBILITY

The rural character of the South Highlands is reflected in its transportation system with narrow winding roads found across the District. Pedestrian and cycling facilities are limited with the exception of trails. BC Transit service is also limited as the small population, limited destinations, and high vehicle dependency do not justify service.

With narrow winding roads, the principles and policies prioritize road safety as well as active transportation in response to Highlands' commitment to Climate Actions and reducing GHG emissions from private vehicles. These policies should also be viewed in tandem with other District policies including the OCP, ICSP, Trails Master Plan, Highlands Park & Recreation Master Plan and the Roadside Trail and Cycle Network Master Plan.

4.1 TRANSPORTATION & MOBILITY PRINCIPLES



DESIGN FOR ACTIVE TRANSPORTATION & RECREATION

Enhance the safety, convenience, and connectivity of non-motorized travel and recreation.



PROVIDE SAFETY FOR ALL

Ensure the safety of all road users through road and intersection design, signage, and community action.



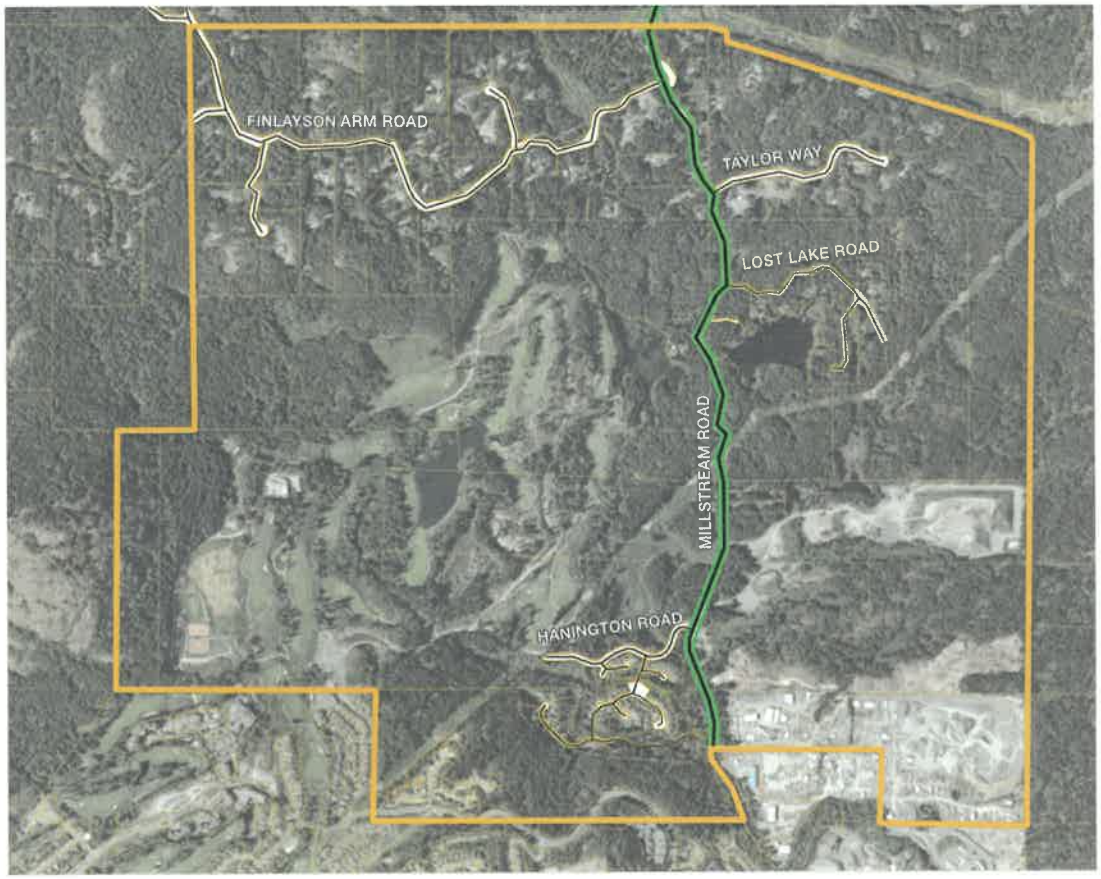
MITIGATE TRAFFIC IMPACTS

Maintain or create buffers and use traffic calming along major roadways to enhance safety, and mitigate noise, and visual impacts of vehicular traffic.

4.2 TRANSPORTATION & MOBILITY POLICIES

1. Require applicants to provide a traffic impact assessment for all major developments at the earlier of the rezoning or development permit stage, within the Plan Area to the District's satisfaction.
2. Seek incremental improvements to the transportation network that improve safety and convenience for all road users, including signage, pavement markings, bollards, and new infrastructure.
3. Strongly consider temporary traffic interventions (e.g., traffic calming with bollards) as a way to assess the need and efficacy of larger capital improvement projects.
4. Improve short-term cycling safety with pavement markings (i.e., sharrows) in the shoulder and bicycle route signage.
5. Over time, develop multi-use trail connections (e.g., walking, cycling, equestrian) along or parallel to Millstream Road.
6. Over time, seek additional multi-use trail connections from Goldstream Park to Millstream Road and Thetis Lake Park.
7. Study and identify potential locations for traffic calming measures to combat speeding on Millstream Road and elsewhere.
8. Improve transportation network based on the activities in policies 6 & 7.

TRANSPORTATION & MOBILITY MAP



5. OPEN SPACES, PARKS, & BUFFERS

The South Highlands open spaces and parks are dominated by rocky uplands and dense coastal forest. Nearby parks include Goldstream Provincial Park, Thetis Lake Regional Park, and Chow-Nicoll Park (Municipal) offer residents and regional visitors recreational opportunities.

The following principles and policies prioritize intact ecosystems, accessible experiences and the use of buffers to preserve community character. These policies should also be viewed in tandem with other District policies including the OCP, ICSP, Parks & Recreation Master Plan, Trails Master Plan, Craigflower Creek Watershed Plan, and the Millstream Watershed Management Plan.

5.1 OPEN SPACE PRINCIPLES



MAINTAIN INTACT ECOSYSTEMS

Maintain and responsibly manage a network of connected green spaces with rich biodiversity and minimized human impacts.



CREATE EXPERIENTIAL VALUE

Provide parks, open spaces, and outdoor recreational opportunities that can be accessed and experienced by community members.



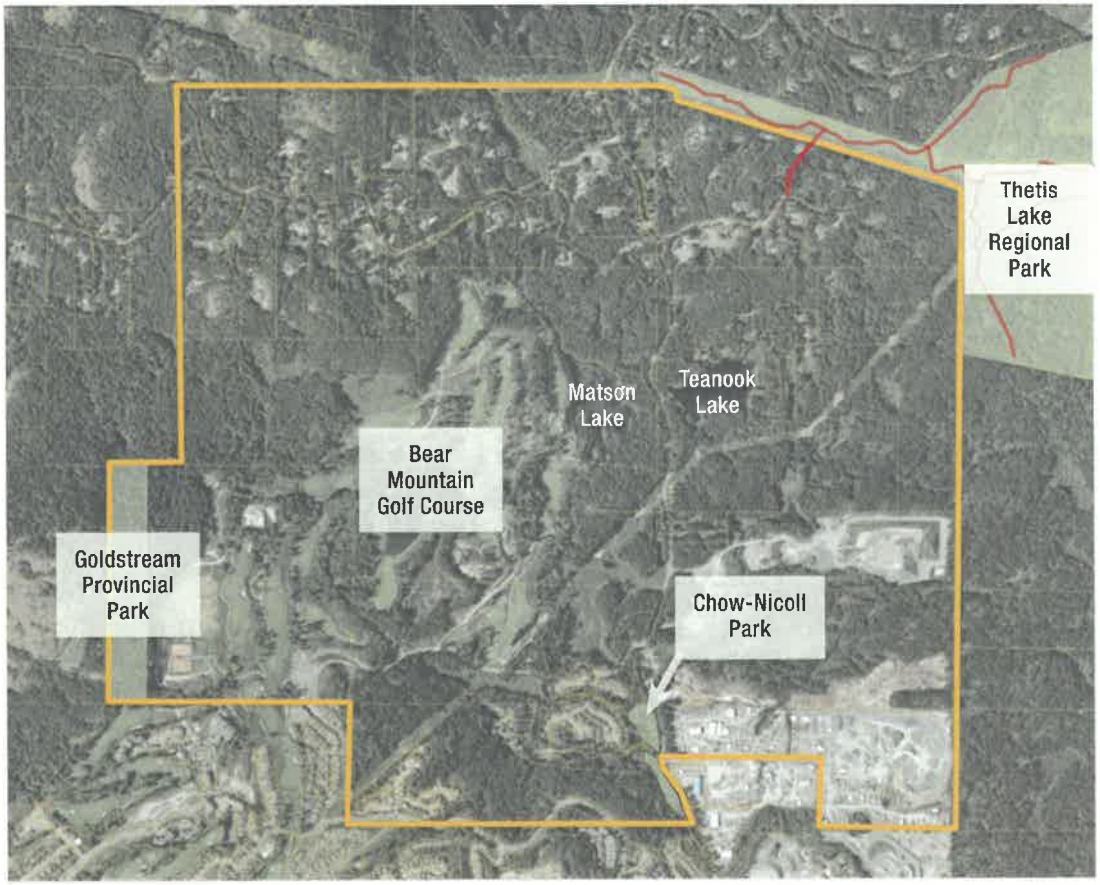
UTILIZE GREEN BUFFERS

Utilize buffer lands to mitigate land use impacts, preserve community character, and increase ecological and community connectivity.

5.2 OPEN SPACE POLICIES

1. Maintain the high priority on conservation of habitat, biodiversity, and ecosystems through green parks and other conservation opportunities, such as generous protection of riparian and other ecologically-sensitive areas through future land use approvals (e.g., covenants via subdivision or rezoning).
2. Enhance access and experiential opportunities in the parks and open space network for people of all ages and abilities, such as new trails, access points, programming, educational partnerships, and wayfinding.
3. Seek opportunities to increase trail connectivity within the public space network (e.g., parks, roads, and trails) for pedestrians, cyclists, and other users (e.g., equestrian), such as additional east-west connections into Goldstream and Thetis Lake parks.
4. Explore opportunities to integrate food production into the public space network through, for example, community gardens, permaculture demonstrations, and food forests.
5. Seek opportunities to expand and connect the open space network and habitat corridors through creative and alternative means – such as conservation subdivisions, naturalized buffers, and semi-private green spaces.

OPEN SPACES, PARKS & BUFFERS MAP



6. SUSTAINABILITY & CLIMATE ACTION

Sustainability and climate action in the District are primarily guided by the Highlands' OCP, ICSP, and Climate Leadership Plan. This section provides further principles and policies specific to South Highlands, including directions for valuing ecosystem services, increasing ecological integrity, and responding to climate change through climate action.

6.1 SUSTAINABILITY & CLIMATE ACTION PRINCIPLES



FULLY VALUE ECOSYSTEM SERVICES & ASSETS

Account for and prioritize ecosystems and 'green' infrastructure for their inherent benefits, 'services' to the community, and comprehensive values (e.g., environmental, social, economic).



STEWARD HEALTHY ECOSYSTEMS & ECOLOGICAL INTEGRITY

Reduce environmental impact and increase carbon sequestration through protection of intact ecosystems and active restoration of impacted sites.



PLAN FOR THE FUTURE

Integrate more efficient and sustainable transportation options, such as low-carbon vehicle technologies or improved active transportation.

6.2 SUSTAINABILITY & CLIMATE ACTION POLICIES

1. Maintain the current Highlands Servicing Area Boundary (no expansion).
2. Support investment in climate action and ecosystem service management as a means to support economic sustainability.
3. Reduce GHG emissions through low-impact and regenerative development, solid waste management, resource management, active transportation, and low-carbon transportation.
4. Encourage 'green' infrastructure – such as swales, rain gardens, and wetlands – to manage stormwater and enhance surface and groundwater quality.
5. District and community partners may seek ways to incentivize the preservation of habitat and tree canopy cover on private land.
6. The District may develop new site planning and design guidelines for the RD designation and identify necessary DPA guideline amendments.





7. PLACEMAKING & CULTURE

The placemaking and culture of the South Highlands should acknowledge and celebrate the recent history of the area, as well as its place within the traditional territory of the Coast Salish peoples. The future landscaping, site design, architecture, parks, trails and other elements (e.g., public art) can create a distinct sense of place in the South Highlands by embracing and celebrating these histories.

7.1 PLACEMAKING & CULTURE PRINCIPLES



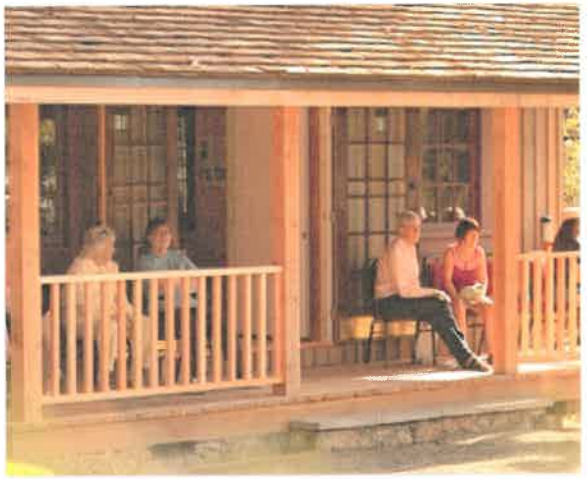
RURAL CHARACTER

Ensure the Highland's rural character through land use, public space design, and limiting development.



SECLUSION & GATHERING

Respect residents' and visitors' abilities to enjoy nature while providing opportunities for social interaction, gathering, and diverse experiences.



HISTORY & HERITAGE

Celebrate the rich First Nations and settler history of the area through landscaping, architecture, other elements (e.g., public art), and programming and events (e.g., education, events).

7.2 PLACEMAKING & CULTURE POLICIES

1. Make landscaping and naturalized green spaces a focus in developments, public spaces, and view corridors throughout the Plan area.
2. Seek a rural, 'green' building aesthetic and well-defined sense of place in new development with a focus on the use of wood and other natural, locally-sourced materials, while considering fire interface guidelines.
3. Create opportunities for seclusion, social interaction, and gathering within public spaces.
4. Seek partnerships with Tsartlip and other First Nations in the creation of education, celebration, and community-building opportunities.
5. Seek partnerships with community groups and non-profit organizations to organize community-building activities and events, with a focus on connecting community members to each other and to the land.





8. IMPLEMENTATION

While this Plan provides a policy framework to guide future decisions in the area, key actions and next steps are necessary to fully realize the vision and concepts presented in this Plan.

This section provides an implementation strategy for on-going, short-term, and medium- to long-term actions – and links next steps with key policies found in this Plan. The actions outlined in this section act as a guide to the District and its partners in undertaking key planning priorities toward achieving the vision and goals of the SHLAP.



8.1 IMPLEMENTATION STRATEGY

8.1.1 OVERVIEW

To realize this vision for generations to come, the District requires:

a. A flexible yet coordinated approach to facilitating the vision.

b. An interdepartmental willingness to go "outside the box" to create and achieve bold environmental and social outcomes.

c. Collaboration with key partners – including the CRD, Province of BC, and the Tsartlip First Nation – to leverage win-win opportunities.

d. Strong leadership to follow through on adoption of this Plan by allowing its policies to guide staff and Council decision-making with regard to development applications and capital investments in the area.

As the South Highlands evolves, this Plan – and specifically this section – should be revisited to reflect changing needs and priorities, as well as District budgeting and staffing resources.

8.1.2 ON-GOING ACTIONS

On-going Actions are actions that will be undertaken as opportunity and need arise.

ACTION	DESCRIPTION	POLICY	ROLES
Amend the Zoning Bylaw	In response to new future land use applications, develop new site-specific Zoning Bylaw zones consistent with this Plan, for the gateway properties with RD designations, as well as SPA's.	» 3.2.1 Administration » 3.4.1 RD - Regenerative Development » 3.4.2. SPA - Special Plan Area	Highlands
Explore Food Production Opportunities	Explore opportunities to integrate food production into the public open space network through, for example, community gardens, permaculture demonstrations, and food forests.	» 5.3. Open Space Policies	Highlands

8.1.3 SHORT-TERM ACTIONS

Short-term Actions are high-priority or "low hanging" actions to be undertaken in the next 1-2 years.

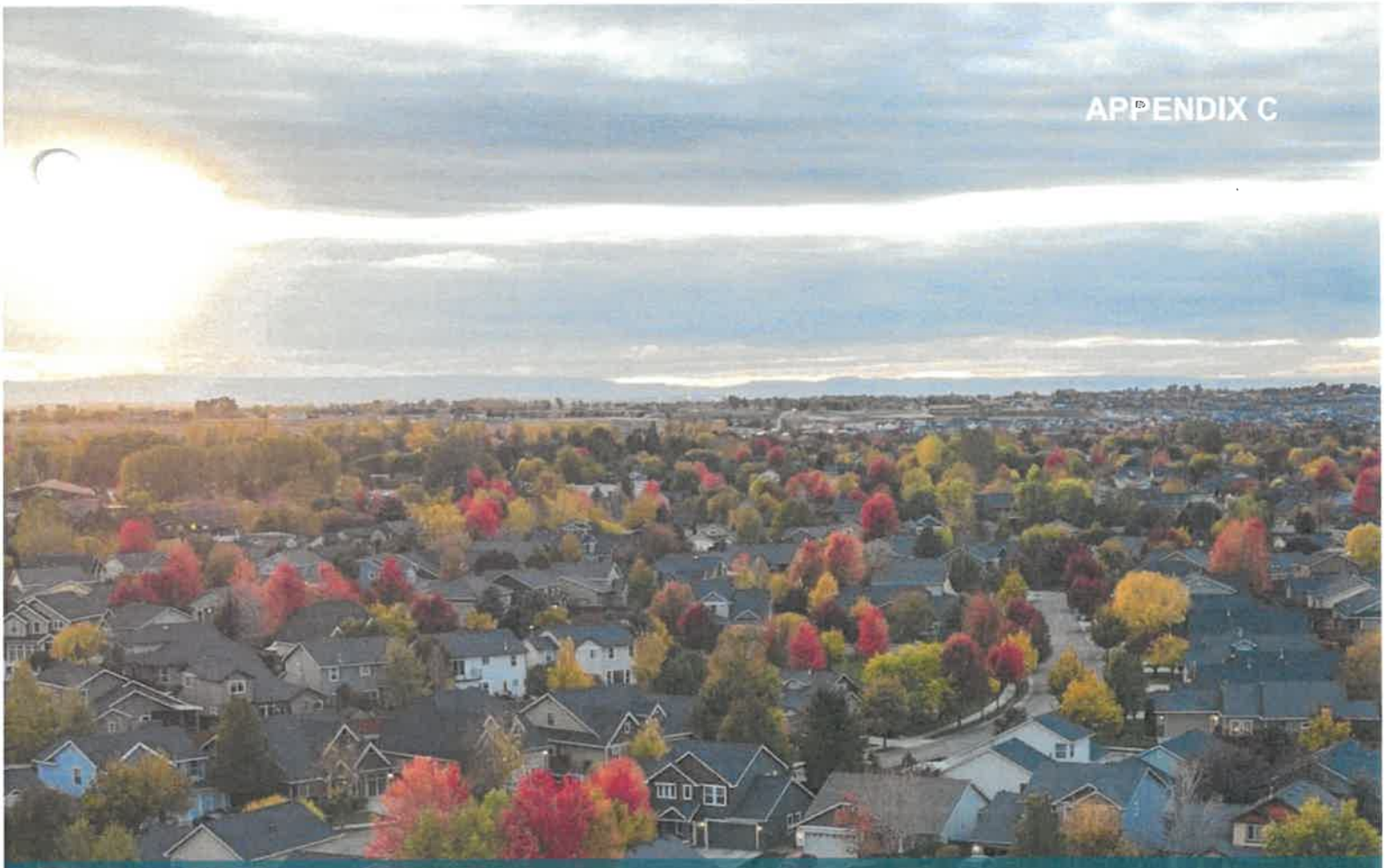
ACTION	DESCRIPTION	POLICY	ROLES
Update OCP to be consistent with policies from the SHLAP	Update the OCP to amend OCP policies and Development Permit Area guidelines to be consistent with this Plan, including Chapter 2 Land Use and DPA 4 Commercial Industrial Gateway.	» 3.2.1 Administration » 3.4.1 RD - Regenerative Development » 3.4.2. SPA - Special Plan Area	Highlands
Create a Net Zero and Net Positive Assessment Tool	Create a net zero and net positive assessment tool and better define outcomes and baseline conditions for land use applications.	» 3.2.1 Administration	Highlands
Create Site Planning and Design Guidelines	Develop new site planning and design guidelines for the RD designation and identify necessary DPA guideline amendments (e.g., DPA 4 and 6).	» 3.4.1 RD - Regenerative Development » 6.2. Sustainability & Climate Action Policies	Highlands
Update the District's *Amenity Zoning Consideration Policy*	Update the District's Amenity Zoning Consideration Policy with guidelines found in the SHLAP to better provide direction for negotiating community amenity contributions.	» 3.2.3. Community Amenity Contributions	Highlands
Develop a Housing Policy	Develop a Housing Policy that identifies and achieves District goals and objectives.	» 3.5. Housing Policies	Highlands
Improve short-term cycling safety	Improve short-term cycling safety with pavement markings (i.e., sharrows) in the shoulder and bicycle route signage.	» 4.4. Transportation & Mobility Policies	Highlands

8.1.4 MEDIUM - AND LONG-TERM ACTIONS

Medium- and Long-term Actions are lower priority actions or actions that require a long-term perspective to be undertaken in the next 3+ years.

ACTION	DESCRIPTION	POLICY	ROLES
Develop multi-use trail connections	Incrementally develop multi-use trail connections (e.g., walking, cycling, equestrian) along or parallel to Millstream Road. Seek opportunities for additional multi-use trail connections from Goldstream Park to Millstream Road and Thetis Lake Park.	» 4.4. Transportation & Mobility Policies » 5.3. Open Space Policies	Highlands, CRD
Improve transportation network for safety and traffic calming (capital improvements)	Improve the transportation network that improve safety and convenience for all road users, as identified by the above action.	» 4.4. Transportation & Mobility Policies	Highlands

APPENDIX C



District of Highlands

Interim Housing Needs Report

Update October 2024

DISTRICT OF HIGHLANDS

Prepared for

District of Highlands
1980 Millstream Road
Victoria, BC V9B 6H1

This interim report has been prepared for the sole use of the District of Highlands in accordance with the Province of British Columbia's 2024 Housing Needs Report guidelines. This report is intended to be read and interpreted alongside the District of Highlands' 2020 Housing Needs Report. No representations of any kind are made by Plassurban Consulting Inc. or its employees to any party with whom Plassurban Consulting Inc. does not have a contract.

Land Acknowledgment

The District of Highlands acknowledges that we are gathered in the traditional territories of the Lək^{w}əŋən, SENĆOŦEN and Hul'q'umi'num speaking First Nations with whom we are committed to building stronger working relationships.

Plassurban Consulting Inc. operates on the traditional territory of the W̱SÁNEĆ people, namely the BO,ḴE,ĆEN (Pauquachin), W̱JOŁEŁP (Tsartlip), W̱,SIKEM (Tseycum), and S,T̓AUTW̱ (Tsawout) nations.

This work was undertaken with gratitude and respect to the ancestors, hereditary leaders, Elders, and community members who have cared for the rich resources and cultural teachings in every province, territory, and nation across Canada, and whose historical relationships with the land continue to this day.

plassurban

DISTRICT OF HIGHLANDS

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Executive Summary

Overview

This summary report provides an update to the District of Highlands' 2020 Housing Needs Report (HNR). The 2024 Interim Housing Needs Report (iHNR) provides an updated understanding of the current housing context in Highlands in accordance with Bill 44 and related Provincial legislation.

Through *Bill 44 – Housing Statutes*, the Province of BC updated the legislative requirements for municipal Housing Needs Reports to include the following additional components:

- Updated projections of housing need, including the number of dwelling units required over 5- and 20-years;
- A statement about the need for housing close to transportation infrastructure that supports walking, bicycling, public transit, or other alternative forms of transportation; and
- A summary of actions taken by the local government since the last Housing Needs Assessment to reduce housing need.

Following this Interim Housing Needs Report, the District of Highlands must complete updates to its Official Community Plan (OCP) and zoning bylaw by December 31, 2025, to proactively plan and 'pre-zone' for the number of units identified in this report.

Future Housing Needs Reports will be required on a regular basis and are timed to follow each census data release. The next regular Housing Needs Report must be completed by the District by December 31, 2028, and then every five years thereafter. Corresponding OCP and Zoning Bylaw updates will then be due by December 31, 2030, and every five years thereafter.

The Province has indicated that local governments must develop and maintain regular Housing Needs Reports, OCPs, and associated Zoning Bylaw updates as part of a broader strategy to increase the supply and diversity of housing across BC. This Interim Housing Needs Report is intended to support the District of Highlands in meeting current provincial legislative requirements.

Summary of 5-Year and 20-Year Housing Need

Bill 44, enacted in 2023, requires local governments across BC to calculate both 5- and 20-year housing need projections using the HNR methodology that was introduced by the Province in July 2024. The projections outlined in this report were generated by the Province's HNR tool and confirmed with Statistics Canada data using the Province's updated methodology for HNRs.

The following table summarizes the total number of housing units required to address each required component, in accordance with provincial housing needs reporting requirements.

Table 1: Summary of 5- and 20-Year Housing Needs for the District of Highlands

	5-year (2021-2026)	20-year (2021 to 2041)
Component A: Housing Supply to Reduce Extreme Core Housing Need (ECHN)		
Total Units Required	2	10
Owned Units	*0*	*0*
Rented Units	*2*	*10*
Component B: Housing Supply to Reduce Homelessness		
Total Units Required	7	13
Component C: Housing Supply to Reduce Suppressed Household Formation		
Total Units Required	24	97
Component D: Housing Supply to Meet Anticipated Household Growth		
Total Units Required	129	433
Component E: Housing Units Required to Increase the Rental Vacancy Rate to 3%		
Total Units Required	1	2
Component F: Demand Buffer		
Total Units Required	41	164
Total New Units Required	204	719

Housing Close to Transportation

Due to its rural nature, Highlands is a relatively car-dependent community. The narrow, winding roads are an important part of the rural character and heritage of the Highlands. Pedestrian, cycling and equestrian trails provide important links within the community. Ancillary residential land uses such as home-based businesses and agriculture provide some support for reducing car-dependency.

The Province is urging local governments to locate housing near transit wherever possible. This strategy helps residents reduce their motor vehicle dependency, while reducing household costs and supporting increased access to local amenities. The area zoned Comprehensive Development 2 (CD2), sometimes known as Rivers Crossing, is the only area within Highlands currently located on a regular transit route.

The District's current OCP requires all development proposals to consider transportation issues as part of its land use planning requirements (OCP, p. 19). OCP Map 2.1 shows areas within the regional urban containment boundary ("Highlands Servicing Area"). These areas may be appropriate for increased transit service once connected with regional water and sewer services. The OCP identifies one area in southwest Highlands as "Intensive Residential Land Use," requiring that "All designs should support public transit with facilities for pedestrians and other human powered transportation" (p. 23).

To support increased residential density, while ensuring access to sustainable modes of transportation, the District has identified the need to increase pedestrian and cyclist networks while protecting the environment adjacent to roads and trails through best practices in design, construction and maintenance.

Actions Undertaken Since 2020 to Reduce Housing Needs

Since the District's 2020 Housing Needs Report, Highlands has undertaken significant housing initiatives to increase housing supply and affordability, and to streamline the development approval and permitting processes. This includes, but is not limited to:

- Amended the Secondary Suites and Accessory Dwelling Units Draft Policy/Program Outline (May 2022);
- Adopted Bylaw No. 438 that amended the Highlands Zoning Bylaw to allow many, but not all, residentially zoned properties in Highlands to have one



"accessory dwelling unit" either in a home ("secondary suite") or in an accessory building ("detached secondary suite"), noting that the BC Drinking Water Protection Regulation and the BC Sewerage System Regulation still apply (December 2023); and

- Adopted a Zoning Amendment Bylaw that brings the District's Zoning Bylaw into compliance with the Provincial housing legislation (June 2024).

How to Use this Report

This 2024 Interim Housing Needs Report has been developed in compliance with the Province's new HNR requirements and is intended to be appended to the District's existing Housing Needs Report (2020). The additional components included in this report are intended to support a broader understanding of housing needs in the Highlands in relation to Provincial housing targets and ensure the District is able to make data-informed decisions on how to accommodate increased housing demand as it moves forward with updates to its OCP and Zoning Bylaw. This interim report is intended to be updated at least every five years, enabling the District to monitor trends in housing and continually address short- and long-term housing need in both the rental and ownership markets.

Interim Housing Needs Report

Community Overview

The District of Highlands is home to a population of 2,665 residents, distributed between approximately 1,000 private households[1]. The average household size is 2.7 people, with 89% of all dwelling units being privately owned and 11% being rented.

Using the Province's new methodology for assessing housing need, Highlands will require the construction of an additional **719 new dwelling units by 2041**. This figure is designed to accommodate projected growth in the Highlands, eliminate extreme core housing need, address regional homelessness, eliminate suppressed households, and restore local vacancy rates to levels representing a healthy and well-functioning rental housing market. New housing units need to provide a range of options for residents, including subsidized units, new market rental, and ownership housing.

Data Sources

This Interim Housing Needs Report considers trends in local and regional statistical data to create projections about future housing need in the District of Highlands. This interim report has been designed to address the six additional required components for HNRs under Bill 44 and should be appended to, and interpreted with, the District's existing Housing Needs Report (2020) in order to provide a fulsome understanding of housing needs in the Highlands.

This report was generated using data from the Province's HNR tool and confirmed with Statistics Canada data analyzed using the Province's published methodology for HNRs.

This report draws on a number of quantitative data sources, as provided by the Province of BC for the development of HNRs, including:

- Statistics Canada 2006, 2011, 2016, and 2021 Censuses
- Statistics Canada 2011 National Household Survey
- BC Statistics
- *Annual Estimate Reports* of BC's Preventing & Reducing Homelessness Integrated Data Project (IDP)
- Canada Housing and Mortgage Corporation

[1] As referenced in the 2021 Statistics Canada Census.

Required Components

Component A: Households in Extreme Core Housing Need

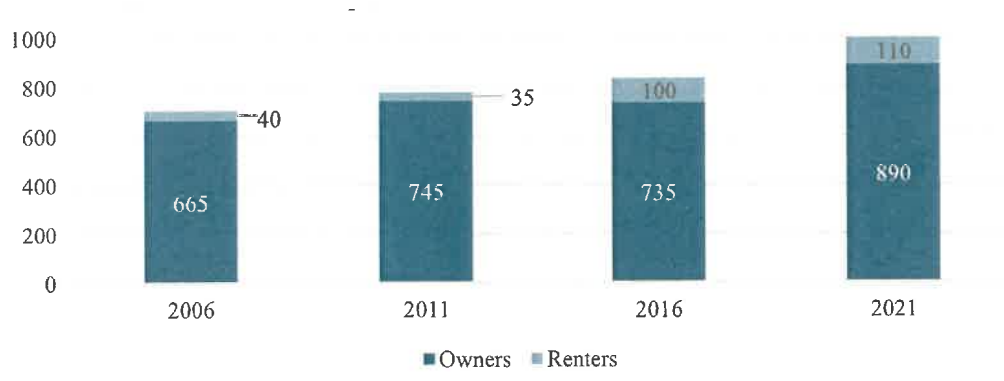
Local governments across Canada use housing indicator standards to understand the local housing context, identify issues, and create targets relating to housing. Statistics Canada has defined three key housing indicator thresholds to determine whether housing is adequate, affordable, and/or suitable. These include[2]:

> *Adequate housing* : housing reported by residents as not requiring any major repairs.
>
> *Affordable housing* : shelter costs total less than 30% of total before-tax household income.
>
> *Suitable housing* : housing that provides enough bedrooms for the resident household according to the National Occupancy Standard.

Extreme core housing need (ECHN) is a metric used to estimate the number of new units required for renters and owners with a mortgage in vulnerable housing situations. ECHN refers to housing that falls below acceptable housing indicator thresholds for housing adequacy, affordability, or suitability, and where a household would need to spend 50% or more of its total before-tax income to pay the median rent of alternative local housing that meets all three indicator thresholds.

The following figure shows the total number of owner and renter households in Highlands over the previous four census years[3].

Figure 1: Total Number of Owner and Renter Households in the District of Highlands



[2] More information on Core Housing Need and acceptability standards is available through Statistics Canada: https://www23.statcan.gc.ca/imdb/p3Var.pl?Function=DEC&Id=1230313

[3] Census data were drawn from custom data sets provided by the province for HNRs, available at: https://catalogue.data.gov.bc.ca/dataset/894497d9-6901-4ed8-8655-79010e4b9b09

The total number and proportion of owners with a mortgage and renter households in ECHN over the four previous census years were averaged to arrive at an average ECHN rate. Using the Province's HNR methodology, an average ECHN rate of 8.75% was calculated for renters in the Highlands[4]. Statistics Canada data on ECHN for ownership households with a mortgage are only available for 2021. During this census cycle, no assessed households reported that they were in extreme core housing need. As a result, the average ECHN rate based on Statistics Canada data is 0.00% for owners with a mortgage.

The Province's HNR methodology requires that the most recent census number of owner and renter households be multiplied by the average ECHN rate from the last four years to calculate at the total number of units required to address extreme core housing need over the next 20-years, as demonstrated in the following table.

Table 2: Estimated Total New Units to Reduce ECHN over 20-years

Total Households	2021 Households	Average ECHN Rate	Households in ECHN
Owners with a mortgage[5]	890	0.00%	0.00
Renters	110	8.75%	9.63
Total New Units to Meet ECHN – 20 Years			**9.63**

[4] The 2020 Housing Needs Report for the Highlands indicates that there are no purpose-built rental units in the Highlands, therefore, it is assumed that most renters in Highlands rely on the secondary rental market (p. 48). The report notes, "The secondary rental market for the Victoria Census Metropolitan Area is less secure than the primary rental market and while prices have risen more moderately according to CMHC data, rent in the secondary rental market is largely driven by housing prices, which have risen substantially" (p. 31).

[5] ECHN data for owners with a mortgage is not available prior to 2021. These data are available here: https://www2.gov.bc.ca/assets/download/6279885F00C945838765836D14773CE5

Component B: Housing Units for Individuals Experiencing Homelessness

The District's 2020 Housing Needs Report acknowledges that there has been an increase in the number of individuals experiencing homelessness across the Capital District Region in recent years. This iHNR uses data from the Province's Integrated Data Project (IDP) *2021 Estimate of the Homeless Population in British Columbia*[6] to quantify the number of permanent housing units required for those currently experiencing homelessness in Highlands and the surrounding region.

The 2021 IDP estimate identified a minimum of 2,043 individuals experiencing homelessness across the Capital District Region. While individuals experiencing homelessness tend to gravitate to Victoria to access support services, the Province requires that *all* communities provide housing units to address regional homelessness proportionate to each community's population. The District of Highlands currently makes up approximately 0.66% of the regional population and would need to provide 7 housing units over the next 5 years and a total of 13 new housing units over the next 20 years to address its proportion of regional homelessness. This calculation assumes that one permanent housing unit is required per individual experiencing homelessness.

Recognizing the urgent needs of this population, the Province requires that the 20-year result is divided by 2 to calculate the 5-year number.

Table 3: Total New Units Required to Address the District's Proportion of Regional Homelessness

Regional Population	Local Population		Regional PEH	Proportional Local PEH
	#	% of Region		
406,075	2665	0.66%	2,043	13.48
Total New Units to Meet Proportion of Regional PEH – 20 years				13.48
Total New Units to Meet Proportion of Regional PEH – 5 years				6.74

[6] The Provincial methodology instructs local governments to use the 2021 version of the IDP count in order to align with data from the most recent census. The report is publicly available online: https://www2.gov.bc.ca/assets/gov/housing-and-tenancy/social-housing/supportive-housing/2021_idp_cohort_report_homeless_population_in_bc_final.pdf

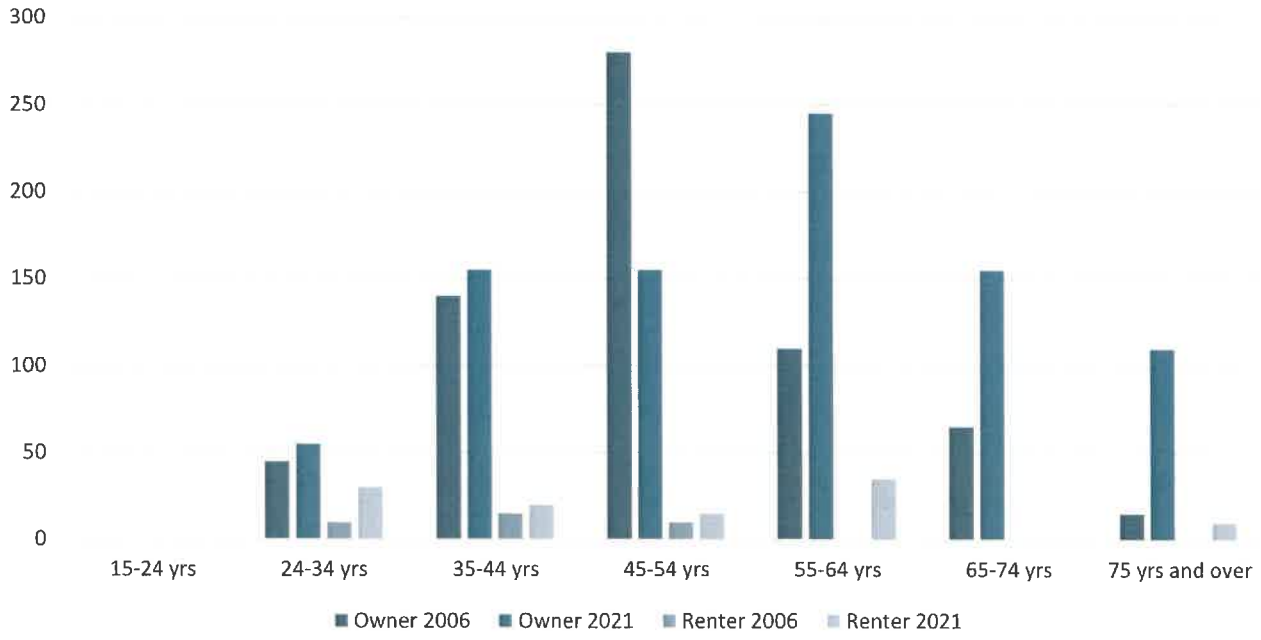
Component C: Suppressed Households

Suppressed household calculations acknowledge that households make decisions on housing based on the choices available to them. Suppressed household formation refers to households that would have formed if the housing market had been more affordable and available. Suppressed households might include young people who are unable to move out of their parents' home or those living with roommates because of the lack of affordable or available housing supply.

This interim report uses 2006 census data – the earliest available data for a time when housing supply was less constrained – as a baseline to determine headship rates by tenure and age cohort.

The following figure shows the number of owner and renter households in 2006 and 2021 by age of the primary household maintainer.

Figure 2: Owner and Renter Households by Age of the Primary Household Maintainer, 2006 and 2021



The number of suppressed households was calculated by subtracting the actual number of households in 2021 from potential households[7] that could have formed by age category, according to the new provincial HNR guidelines. A negative number of suppressed households indicates that there were an increased number of households reported in 2021 for that tenure. Suppressed household numbers for renters and owners were then added together and, in the case of a negative total, the reported number of suppressed households is zero.

The total number of suppressed households from 2006 to 2021 was 97. There were generally more renter households formed in 2021 than expected, likely due to an increase in units available in the secondary rental market (i.e., secondary suites and accessory dwelling units). Owner households with primary household maintainers aged 25 to 34 and 45 to 54 were most likely to be suppressed, as shown in Table 4 below.

Table 4: Suppressed Household Formation, 2006-2021

Age Categories – Household Maintainers	2021 Potential Households		2021 Households		2021 Suppressed Households		
	Owner	Renter	Owner	Renter	Owner	Renter	Total
15 to 24 years	0	0	0	0	0	0	0
25 to 34 years	92	20	55	30	37	-10	27
35 to 44 years	131	14	155	20	-24	-6	0
45 to 54 years	219	8	155	15	64	-7	57
55 to 64 years	285	0	245	35	40	-35	5
65 to 74 years	163	0	155	0	8	0	8
75 years and over	69	0	110	10	-41	-10	0
Total New Units to Meet Suppressed Housing Need – 20 years							97

[7] Potential Households are the households that may have theoretically formed if Headship Rates from 2006 had remained constant based on census data drawn from custom data sets provided by the province for HNRs. These data are available at: https://catalogue.data.gov.bc.ca/dataset/894497d9-6901-4ed8-8655-79010e4b9b09

Component D: Anticipated Household Growth

Anticipated household growth (AHG) quantifies the additional dwelling units required to accommodate an increasing number of households in the region over the next twenty years.

Based on the number of households reported in the most recent census and BC Stats household projections[8], the Highlands is anticipated to experience a regionally based growth rate of 12.78% over 5 years and 37.57% over 20 years. Highlands is anticipated to require 129 new units over the next 5-years and 433 units over the next 20-years in order to accommodate anticipated household growth in the community and region. These projections are based on the projected growth rate of the Capital Regional District and assume that the District of Highlands will accommodate a number of residents proportionate to its population in the region over the next 5- and 20-years. The methodology does not account for urban containment boundaries and resulting rural regulatory conditions.

Table 5: Anticipated Household Growth Scenario 5-Years

Growth Scenarios: 5 years	Regional Growth Rate	Households 2021	Households 2026	New Units
Local Household Growth	N/A	1,000	1,130.00	130
Regionally Based Household Growth	12.78%	1,000	1,127.80	128
Scenario Average				129
Total New Units to Meet Household Growth Needs - 5 years				**129**

Table 6: Anticipated Household Growth Scenario 20-Years

Growth Scenarios: 20 years	Regional Growth Rate	Households 2021	Households 2041	New Units
Local Household Growth	N/A	1,000	1,490.00	490
Regionally Based Household Growth	37.57%	1,000	1,375.69	375
Scenario Average				433
Total New Units to Meet Household Growth Needs - 20 years				**433**

[8] BC Stats Household projections are available at: https://www2.gov.bc.ca/gov/content/data/statistics/people-population-community/population/household-projections

Component E: Rental Vacancy Rate Adjustment

Rental vacancy rates are low across the Capital District Region, including in the Highlands. The number of renter households in Highlands has grown from 40 households in 2006 (6%) to 110 in 2021 (11%). As there are currently no purpose-built rental units in Highlands, renter households are likely served by the secondary rental market for which there is little available data. As a result, the number of renter households could be higher than reported.

CMHC's Housing Market Information Portal does not identify a local Primary Market Vacancy Rate for Highlands, therefore an average vacancy rate of 1.4% for British Columbia[9] was used, in accordance with the Province's HNR guidance.

A Rental Vacancy Rate Adjustment (RVRA) adds surplus rental units to restore local vacancy rates to levels representing a healthy and well-functioning rental housing market, typically between 3% and 5%. To meet this requirement, Highlands would need to construct 2 new housing units over the next 20-years, as outlined in the table below.

Table 7: Total New Units Required for Rental Vacancy Rate Adjustment, 20-years

	Vacancy Rate	Occupied Rate	Renter Households	Estimated Number of Units
Target Vacancy Rate	3.0%	97.0%	110	113
Local Vacancy Rate	1.4%	98.6%	110	111
Total New Units – 20 years				2

[9] Provincial data is available at: https://www03.cmhc-schl.gc.ca/hmip-pimh/en#Profile/1/1/Canada. To align with 2021 census data, the October 2021 rental vacancy rate was used.

Component F: Demand Buffer

The final component required by the Province as part of its iHNR reporting requirements is a calculation of the number of housing units that reflects additional demand for housing within a given community. This "demand buffer" is designed to account for the number of units required to meet healthy market conditions and address the needs of households who require or prefer housing with certain characteristics (e.g., homes closer to jobs and schools, growing families looking for larger homes, and seniors looking to downsize in their existing communities).

A demand factor of 1.3482 was assigned to the District of Highlands by the Province[10] based on a ratio of housing price to housing density. This factor was then multiplied by the sum of the housing units calculated for Components A (Extreme Core Housing Need), B (Housing Units for Individuals Experiencing Homelessness), C (Suppressed Households), and E (Rental Vacancy Rate Adjustment) to determine the number of units required to meet additional local housing demand. The District of Highlands will be required to accommodate an additional 164 housing units over the next 20-years in order to address this demand buffer.

Table 8: Additional Local Demand, 20-years

Component	Result
A. Extreme Core Housing Need	10
B. Persons Experiencing Homelessness	13
C. Suppressed Household Formation	97
E. Rental Vacancy Rate Adjustment	2
Total	**122**
Demand Factor	1.3482
Total New Units to Address Demand Buffer – 20 years	**164**

[10] Demand factor data can be found here: https://www2.gov.bc.ca/assets/download/3D921D96D12D45D0897222089D1FAE12

Total Units Required to Meet Housing Demand

The following table sums all 6 HNR components (i.e., Components A-F), rounded to the nearest whole number, to determine the total number of new homes needed in the next 20 years, according to provincial guidelines. 5-year housing need estimates were also calculated using the multipliers provided in the provincial guidelines.

Table 9: Total New Units Required Over 5- and 20-years

Component	5 Year Need	20 Year Need
A. Extreme Core Housing Need	2.41	9.63
B. Persons Experiencing Homelessness	6.74	13.48
C. Suppressed Household Formation	24.22	96.88
D. Anticipated Growth	128.90	432.85
E. Rental Vacancy Rate Adjustment	0.46	1.84
F. Additional Local Demand	41.06	164.25
Total New Units - 5 years	204	
Total New Units - 20 years		719

Appendix A: Data Tables

The tables included in the body of this iHNR have been simplified for clarity and readability. This appendix includes all data tables generated using the Province's HNR methodology in their complete form.

Component A: Households in Extreme Core Housing Need

Table 1a: Owner and Renter Households in the Previous Four Census Years

Total Households	2006	2011	2016	2021
Owners	665	745	735	890
Renters	40	35	100	110

Table 1b: Total Number and Proportion of Owners with a Mortgage and Renter Households in ECHN in the Four Previous Census Years to Arrive at an Average ECHN Rate

Extreme Core Housing Need	2006		2011		2016		2021		Average ECHN Rate
	#	% of total	#	% of total	#	% of total	#	% of total	
Owners with a mortgage[11]	N/A		N/A		N/A		0	0.00%	0.00%
Renters	10	25.00%	0	0.00%	10	10.00%	0	0.00%	8.75%

Table 1c: Estimated Total of Owners with a Mortgage and Renter Households in ECHN in 2021

Total Households	2021 Households	Average ECHN Rate	Households in ECHN
Owners	890	N/A	N/A
Owners with a mortgage		0.00%	0.00
Renters	110	8.75%	9.63
Total New Units to Meet ECHN – 20 years			**9.63**

[11] Data on ECHN for owners with a mortgage are only available for 2021.

Component B: Housing Units for Individuals Experiencing Homelessness

Table 2a: Estimated Number of Homes Required to Meet the Need of Existing PEH Households as a Proportion of the Regional Need

Regional Population	Local Population		Regional PEH	Proportional Local PEH
	#	% of Region		
406,075	2665	0.66%	2,043	13.48
Total New Units to Meet Proportion of Regional PEH – 20 years				13.48
Total New Units to Meet Proportion of Regional PEH – 5 years				6.74

Component C: Housing Units and Suppressed Household Formation

Table 3a: Number of Owner and Renter Households in 2006 and 2021 by Age of the Primary Household Maintainer

Age - Primary Household Maintainer	2006 Households		2021 Households	
	Owner	Renter	Owner	Renter
Under 25 years	0	0	0	0
25 to 34 years	45	10	55	30
35 to 44 years	140	15	155	20
45 to 54 years	280	10	155	15
55 to 64 years	110	0	245	35
65 to 74 years	65	0	155	0
75 to 84 years	15	0	80	0
85 years and over			30	10

Table 3b: Population by Age Category in 2006 and 2021

Age Categories – Household Maintainers	Age Categories – Population	2006		2021	
		All Categories	Summed Categories	All Categories	Summed Categories
15 to 24 years	15 to 19 years	155	230	160	275
	20 to 24 years	75		115	
25 to 34 years	25 to 29 years	35	120	90	245
	30 to 34 years	85		155	
35 to 44 years	35 to 39 years	155	370	155	345
	40 to 44 years	215		190	
45 to 54 years	45 to 49 years	300	485	195	380
	50 to 54 years	185		185	
55 to 64 years	55 to 59 years	135	195	210	505
	60 to 64 years	60		295	
65 to 74 years	65 to 69 years	75	120	175	300
	70 to 74 years	45		125	
75 years and over	75 to 79 years	30	40	75	185
	80 to 84 years	0		60	
	85 years and over	10		50	

Table 3c: 2006 Headship Rate of Each Age Category for Both Renters and Owners

Age Categories – Household Maintainers	2006 Households		2006 Population	2006 Headship Rate	
	Owner	Renter	Total	Owner	Renter
15 to 24 years	0	0	230	0.00%	0.00%
25 to 34 years	45	10	120	37.50%	8.33%
35 to 44 years	140	15	370	37.84%	4.05%
45 to 54 years	280	10	485	57.73%	2.06%
55 to 64 years	110	0	195	56.41%	0.00%
65 to 74 years	65	0	120	54.17%	0.00%
75 years and over	15	0	40	37.50%	0.00%

Table 3d: Potential 2021 Headship Rate of Each Age Category for Both Renters and Owners if the Headship Rate from 2006 Remained Constant

Age Categories – Household Maintainers	2006 Headship Rate		2021 Population	2021 Potential Households	
	Owner	Renter	Total	Owner	Renter
15 to 24 years	0.00%	0.00%	275	0.00	0.00
25 to 34 years	37.50%	8.33%	245	91.88	20.41
35 to 44 years	37.84%	4.05%	345	130.55	13.97
45 to 54 years	57.73%	2.06%	380	219.37	7.83
55 to 64 years	56.41%	0.00%	505	284.87	0.00
65 to 74 years	54.17%	0.00%	300	162.51	0.00
75 years and over	37.50%	0.00%	185	69.38	0.00

Table 3e: Number of Suppressed Households by Subtracting Actual Households in 2021 From Potential Households in 2021 by Age Category

Age Categories – Household Maintainers	2021 Potential Households		2021 Households		2021 Suppressed Households		
	Owner	Renter	Owner	Renter	Owner	Renter	Total
15 to 24 years	0.00	0.00	0	0	0.00	0.00	0.00
25 to 34 years	91.88	20.42	55	30	36.88	-9.58	27.29
35 to 44 years	130.54	13.99	155	20	-24.46	-6.01	0.00
45 to 54 years	219.38	7.84	155	15	64.38	-7.16	57.22
55 to 64 years	284.87	0.00	245	35	39.87	-35.00	4.87
65 to 74 years	162.51	0.00	155	0	7.51	0.00	7.51
75 years and over	69.38	0.00	110	10	-40.62	-10.00	0.00
Total New Units to Meet Suppressed Housing Need – 20 years							96.88

Component D: Housing units and anticipated household growth

Table 4a: 20-year Population Projection and Growth Rate for CRD

Regional District Projections	2021	2041	Regional Growth Rate
Households	185,205	254,785	37.57%

Table 4b: Number of New Homes Needed in the Next 20 Years According to the Provincial Guidelines, Calculated with the Average of the Municipal and Regional Growth Projections

Growth Scenarios	Regional Growth Rate	Households		New Units
		2021	2041	
Local Household Growth	N/A	1,000	1,490.00	490.00
Regionally Based Household Growth	37.57%	1,000	1,375.69	375.69
Scenario Average				432.85
Total New Units to Meet Household Growth Needs - 20 years				**432.85**

Table 4c: 5-year Population Projection and Growth Rate for CRD

Regional District Projections	2021	2026	Regional Growth Rate
Households	185,205	208,881	12.78%

Table 4d: Number of New Homes Needed in the Next 5 Years According to the Provincial Guidelines, Calculated with the Average of the Municipal and Regional Growth Projections

Growth Scenarios 5 years	Regional Growth Rate	Households		New Units
		2021	2026	
Local Household Growth	N/A	1,000	1,130.00	130.00
Regionally Based Household Growth	12.78%	1,000	1,127.80	127.80
Scenario Average				128.90
Total New Units to Meet Household Growth Needs - 5 years				**128.90**

Component E: Housing Units and Rental Vacancy Rate

Table 5a: Difference Between the Existing Total Number of Rental Homes and the Total Number of Rental Homes Required for a 3% Vacancy Rate

	Vacancy Rate	Occupied Rate	Renter Households	Estimated Number of Units
Target Vacancy Rate	3.0%	97.0%	110	113
Local Vacancy Rate	1.4%	98.6%		111
Total New Units – 20 years				**2**

Component F: Housing Units and Demand (the "Demand Buffer")

Table 6a: Additional Demand for New Housing Calculated by Applying Highlands' Demand Factor to the Total of the Other Relevant Components, According to Provincial Guidelines

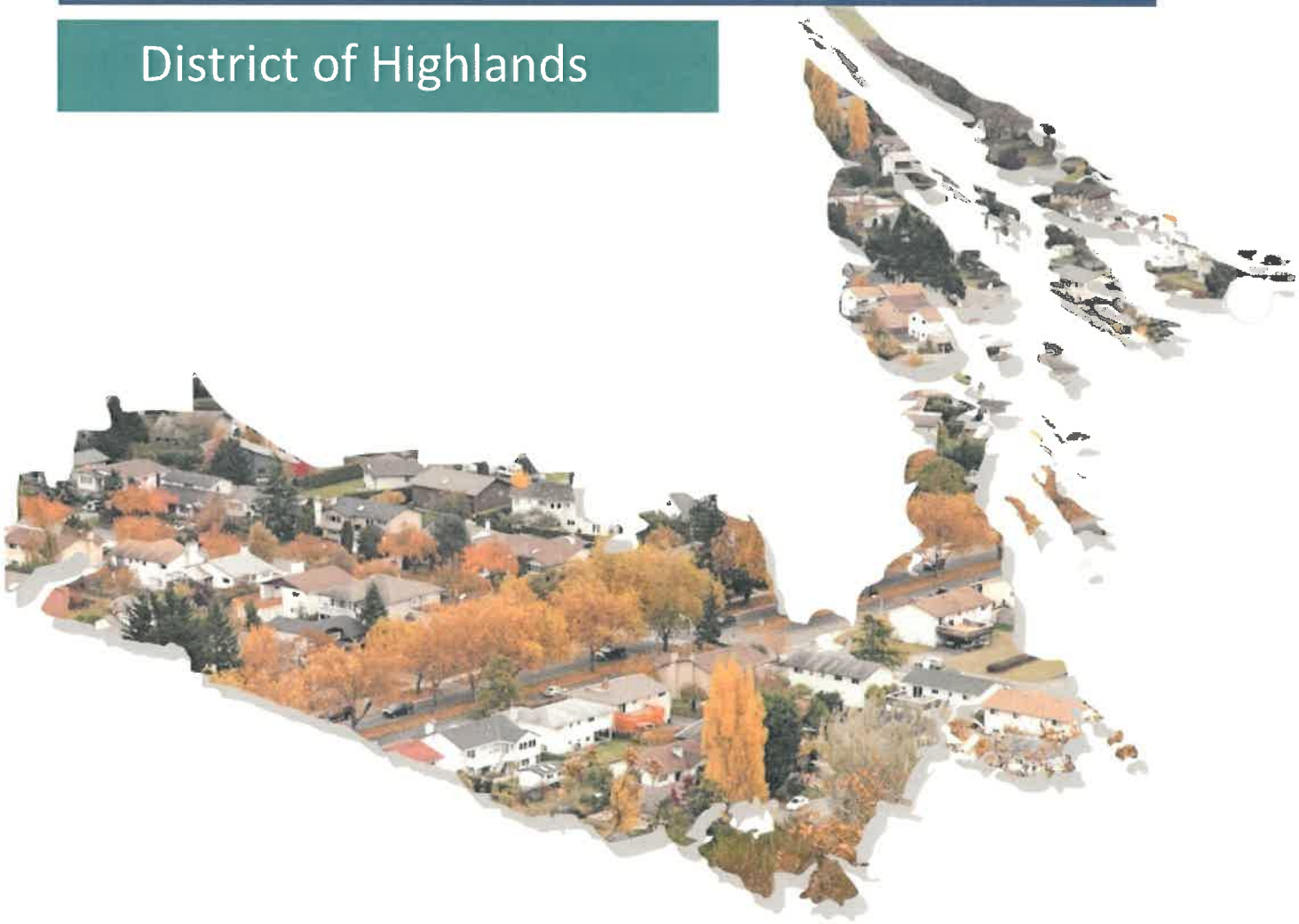
Component	Result
A. Extreme Core Housing Need	9.63
B. Persons Experiencing Homelessness	13.48
C. Suppressed Household Formation	96.88
E. Rental Vacancy Rate Adjustment	1.84
Total	**121.83**
Demand Factor	1.3482
Total New Units to Address Demand Buffer – 20 years	**164.25**

Table 6b: Total 5-Year and 20-Year Housing Need, Calculated According to Provincial Guidelines

Component	5 Year Need	20 Year Need
A. Extreme Core Housing Need	2.41	9.63
B. Persons Experiencing Homelessness	6.74	13.48
C. Suppressed Household Formation	24.22	96.88
D. Anticipated Growth	128.90	432.85
E. Rental Vacancy Rate Adjustment	0.46	1.84
F. Additional Local Demand	41.06	164.25
Total New Units – 5 years	**204**	
Total New Units – 20 years		**719**

Capital Regional District Housing Needs Assessment

District of Highlands



November 2020

Making a difference...together

Highlands Housing Profile

This profile summarizes the findings of the District of Highlands Housing Needs Report which was completed as part of a joint Housing Needs Report project for 11 CRD communities. It fulfills the Housing Needs Reports requirements outlined in the Local Government Act, Part 14, Division 22. All data in this profile is from Statistics Canada unless otherwise indicate.

Overview

The District of Highlands is a primarily residential community situated in a rural environment. The District is 38.05 square kilometers with a population of 2,225 as of the last census in 2016. Within Highlands there are numerous parks that make up over 30% of the land. Neighbouring municipalities are District of Saanich, City of Langford, City of View Royal and neighbouring First Nations are T'Sou-ke, Esquimalt First Nations, and Songhees Nation.

Population and Age

Between 2006 and 2016, Highlands's population grew by 17%. Overall, the District grew at a faster rate than the CRD as a whole. In 2016, the median age was 45.6, which was similar to the CRD at 45.5. There was a slightly lower proportion of young adults (25 to 34) and a higher proportion of older adults (55 to 64) in Highlands compared to the CRD average in 2016.

Projections estimate that Highlands could experience moderate population growth in the future, across most age groups. This change will be impacted by factors like availability of housing and availability of land.

Households

There were 830 households in 2016 with an average household size of 2.7 persons, which is higher than the regional average of 2.2 persons per household. Forty-two percent (42%) of households in Highlands were three or more person households compared to 28% of the CRD. As a result, it is unsurprising that couples with children households are more common than one or two-person family households in Highlands.



Income

The 2015 median income in Highlands was $103,360, which was approximately 48% higher than the CRD median income. There are much lower household incomes in Highlands for households who rent and households with single incomes. Renter median household income was $67,952 versus $108,415 for owner households. Lone parent and non-census family households, who largely rely on single incomes, reported much lower incomes compared to other household types.

Current Housing Stock

Housing stock in Highlands is relatively newer and is mainly made up of single-detached dwellings. Recent building permits suggest that the single-family home is the dominant dwelling type for new housing in Highlands. In 2016, 75% of dwellings had three bedrooms or more.

Homeownership

(Statistics Canada, BC Assessment, and Victoria Real Estate Board)

In 2016, 88% of households in Highlands owned their home. Over the past 15 years, average sales prices have increased by 74% for a single-detached dwelling, with the most rapid increases occurring between 2014 and 2019. Average 2019 sales prices reported by the Victoria Real Estate Board were (see right):

Based on the average sales price in 2019, owning a single-detached dwelling is considered unaffordable for all household types earning the median household income. Couples without children, couples with children, and other census families may also struggle to own single-detached homes without paying more than 30% of their median income. It is unlikely that lone parent and non-census families earning the median household income will be able to afford single-detached homes. A single-detached house would require an annual income of approximately $173,000 in order for it to be considered affordable (e.g. spending less than 30% of before-tax household income).

Rental Affordability

(Statistics Canada and Canada Mortgage Housing Corporation)

Twelve percent (12%) of households in Highlands rent their home. There are currently no purpose-built rental units in Highlands, indicating that all 100 renter households in 2016 were likely served by the secondary rental market for which there is little data available on housing costs.

Renter households led by lone parents were most likely to be in Core Housing Need in the District (i.e., living in housing that is inadequate, unsuitable, and/or currently unaffordable, and unable to afford the median rent for alternative local housing).

NEW RENTER AND OWNER HOUSEHOLDS BETWEEN 2006 – 2016



AVERAGE SALES PRICES 2005 – 2019



Anticipated Housing Demand

If the District of Highlands continues changing in a similar manner as in the past, the community will see an additional 41 households form between 2016 and 2025. This change will be impacted by factors like availability of housing and the availability of land for development in Highlands.

ESTIMATED HOUSING UNITS NEEDED

	2016-2020	2020-2025
Total	**20**	**21**
Studio or 1 Bedroom	7	8
2 Bedroom	9	9
3+ Bedroom	4	4

Key Areas of Local Need

Affordable Housing

Housing costs in Highlands, like the CRD in general, have risen significantly in recent years. Based on the affordability threshold of housing costs being no more than 30% of gross household income, a single-detached home is unaffordable for all household types making the median income in Highlands. Lone-parent families and non-census families (e.g., individuals living alone) are facing the greatest affordability gaps.

Rental Housing

There is a need for more rental housing options across the CRD. The proportion of renter households in Highlands grew from 40 households in 2006 (6%) to 100 in 2016 (12%). There are currently no purpose-built rental units in Highlands, indicating that all 100 renter households in 2016 were likely served by the secondary rental market for which there is little data available on housing costs.

Housing for People with Disabilities

Incidence of Core Housing Need is higher among households that include someone with a disability. This may be due to reduced incomes, difficulty accessing appropriate housing, or other factors. For individuals with disabilities who are unable to work, the provincial housing supplement of $375 (for an individual) is extremely low and limits access to housing options.

Housing for Seniors

Highlands is experiencing a slight aging trend, with the median age growing from 42.6 in 2006 to 45.6 in 2016. Aging in place is a priority for many households and this can look different depending on the individual and their needs. The need for supportive housing was identified as a key area of need by local stakeholders.

Housing for Families

Family-sized housing in Victoria, Saanich, and Esquimalt is increasingly out of reach for families with children. The affordability gap analysis showed that the average cost of a single detached home ($899,000 in 2019) in Highlands would cause couples with children making the median income for that household type to spend more than 30% of their income on shelter costs. Homeownership is far out of reach for lone-parent families (5% of all Highlands households). For those in the rental market, there is no supply of family-sized purpose-built rental available (e.g. two or more bedrooms).

Homelessness

There has been an increase in individuals experiencing homelessness across CRD communities in recent years. The March 11, 2020 point-in-Time count identified a minimum of 1,523 individuals experiencing homelessness in the region. There were at least 350 individuals who were emergency sheltered and 743 who were provisionally accommodated in transitional housing.

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Appendices

Appendix A Glossary

Appendix B Provincial Summary Form

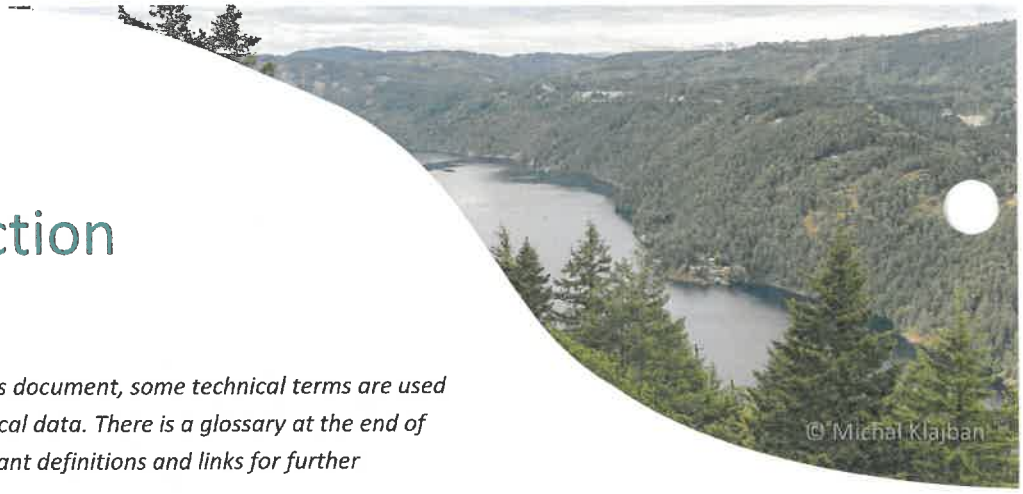
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1.0 Introduction

Note that throughout this document, some technical terms are used when referring to statistical data. There is a glossary at the end of this document with relevant definitions and links for further

Spanning the southern tip of Vancouver Island and the southern Gulf Islands, as of 2016, the Capital Regional District (CRD) serves more than 383,000 people spread throughout 13 municipalities and three electoral areas. The CRD includes a variety of urban and rural communities, big and small. It is a desirable place to live, with many walkable neighbourhoods and access to nature and numerous amenities. Many communities within the CRD are experiencing pressure on their housing systems, with high property values and rental rates and low rental vacancy. While recent months have seen some softening in the housing market for some communities, there continues to be a pressing need to understand housing needs across the housing continuum, now and into the future, related to affordability, accessibility, types of units, support structures and services, and more (Figure 1).

FIGURE 1 HOUSING CONTINUUM



Communities in the CRD are not unique in facing housing challenges. Across BC, a housing affordability crisis has emerged due to high demand for housing from a growing population, low interest rates, and the attractiveness of housing as an investment. Increasingly, the cost of renting and owning is creating unprecedented financial burdens for households.

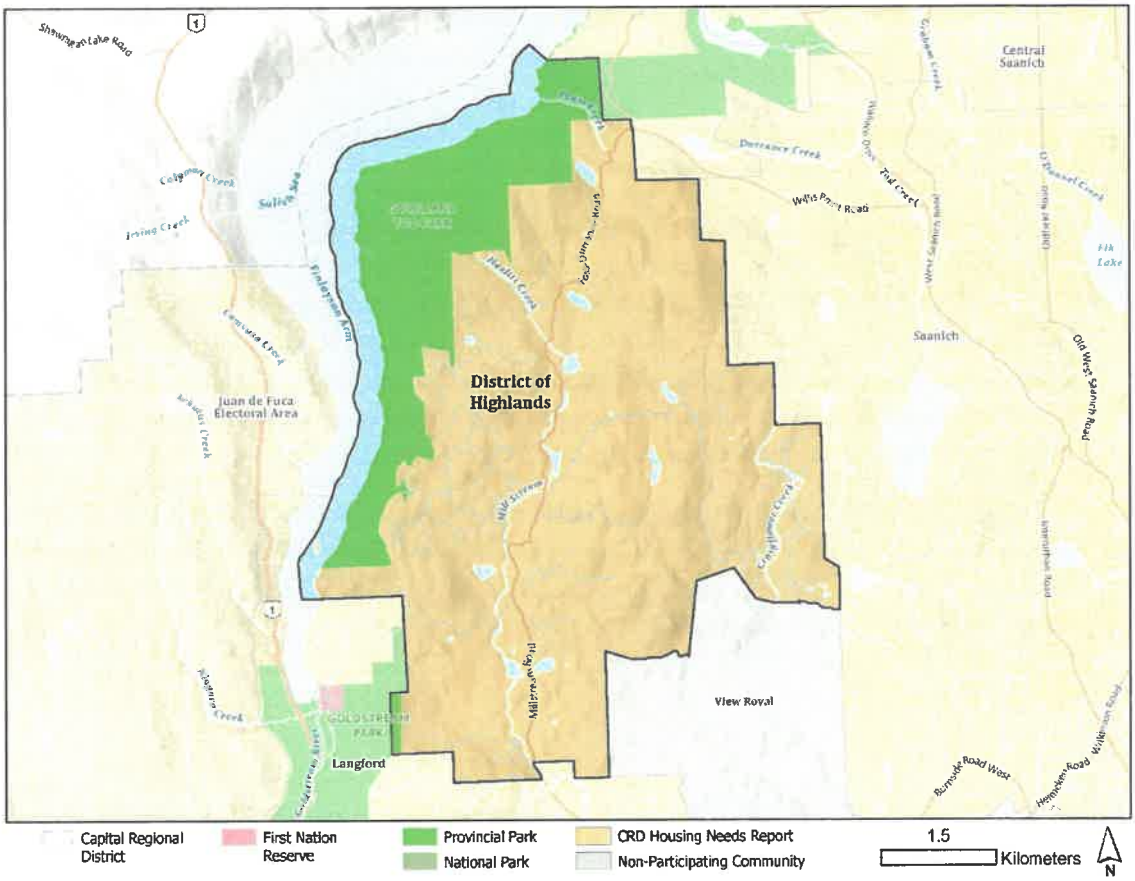
In 2019, the Government of BC introduced changes to the *Local Government Act*, Part 14, Division 22, requiring municipalities and regional districts to complete Housing Needs Reports to help better understand current and future housing needs and to consider these in local plans and policies. Each local government must complete their first report by 2022 with updates every five years thereafter. The Union of British Columbia Municipalities (UBCM) is providing funding for local governments to support the completion of the first round of reports. The CRD was awarded funding through this program and retained Urban Matters to complete Housing Needs Reports for 11 constituent communities, including the District of Highlands (Highlands or District). Separate reports have been prepared for each participating community, which are based on local context while also providing a regional lens.

1.1 Overview

Highlands is a primarily residential community situated in a rural environment. The District is 38.05 square kilometers with a population of 2,225 as of the last census in 2016. Within Highlands there are numerous parks, that make up over 30% of the land.

As of 2016, approximately 95% of dwellings in the community were single family homes with or without secondary suites. Like other communities in the CRD and across the province, Highlands is experiencing increasing pressures on its housing market and the dominant housing form is out of reach for typical households. As the population grows and ages, affordability and changing demographics are shifting the types of housing that can support local needs and development trends are shifting towards multi-family housing forms.

FIGURE 2 MAP OF THE DISTRICT OF HIGHLANDS



In the District's 2019-2022 Strategic Plan, there are specific strategic priorities guided by the Official Community Plan and the Integrated Community Sustainability Plan. In this Strategic Plan, specific goals are outlined to address the limited variety of housing stock available

1.2 Housing Need Report Requirements

Housing Needs Reports regulations require the collection of approximately 50 different data indicators about past and current population, households, income and economy, and housing stock, as well as projected population, households, and housing stock.[1] Most of this data is made available by the Government of BC through their data catalogue. Some data indicators have not yet been made available and are noted as such (e.g., historical BC Assessment data). Data is collected from a number of sources, including:

- Statistics Canada 2006, 2011, and 2016 Censuses and 2011 National Household Survey, via:
  - Data available online through Census profiles and data tables
  - Custom Housing Needs Report data provided by the Ministry of Municipal Affairs and Housing (MAH)
- Canada Mortgage and Housing Corporation (CMHC)
- BC Housing
- BC Assessment
- Victoria Real Estate Board
- BC Stats
- AirDNA
- District of Highlands

This document fulfills Housing Needs Reports requirements for Highlands, providing 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 over the next five years. This report is intended to be used by the District, the CRD, and other stakeholders to inform the planning and development of housing, through local plans, policies, and the management of development. It is also a public document intended to support decision-making around housing and provide information to stakeholders to help improve local understanding of housing needs.

This report provides an overview of housing needs based on analysis of this quantitative data from these sources, as well as qualitative data from engagement. This data is used to identify housing units required currently and over the next five years, number of households in **core housing need**, and statements about key areas of local need, in fulfilment of Housing Needs Reports regulations.[2]

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[1] https://www2.gov.bc.ca/assets/gov/housing-and-tenancy/tools-for-government/uploads/summaryhnrrequirements_apr17_2019.pdf

[2] https://www2.gov.bc.ca/gov/content/housing-tenancy/local-governments-and-housing/policy-and-planning-tools-for-housing/housing-needs-reports

1.3 Data Limitations

There are limitations to the data used in this report. Considerable limitations that may affect interpretation of the data presented in this report are described here.

Different Census Datasets

This report refers to both the standard Census Profile from Statistics Canada and a custom data set that was prepared by Statistics Canada for the purpose of Housing Needs Reports. This data provides some information not available in the Census Profiles. However, it is based on a 25% sample. It also differs slightly from the Census Profiles as it only reports on private households and excludes those living in institutions or any form of collective dwelling. Both the Census Profiles and custom data sets are used and are referenced

Age of Data

The most recent national census was completed in 2016 and is now several years old. While it provides important demographic and housing information, it does not capture more recent trends. Other, more recent sources of data are used where possible and quantitative data is supplemented with stakeholder engagement which provides insight into emerging trends. The next national census is scheduled for 2021 and results will begin to become available in 2022.

2011 National Household Survey

The 2011 National Household Survey (NHS) was voluntary and had a much lower response rate than the mandatory long-form census. Because of this, data from the 2011 NHS is of a lower quality than census data. In particular, this adversely impacted income data, and any comparisons between Census income data and NHS income should be viewed with caution; overall income trends between 2006 and 2016 are therefore a more reliable indicator of future income direction than 5-year trends.

Projections

The projections contained in this report offer possible scenarios and should be used with caution. In reality, local conditions like population, immigration patterns, decisions on growth and density, and market forces impact the nature of the projections. Wherever possible, the projections should be informed by an understanding of the context within Highlands and the CRD.

Covid-19

The statistical data reported in this document was collected prior to COVID-19 and may not entirely reflect current housing trends. The data reported should be considered together with Section 6 *COVID*-19 Implications. The findings in the concluding chapters consider both available data, desk research on *COVID*-19 implications on the housing system, and what was heard from stakeholders during engagement about the on-the-ground implications.

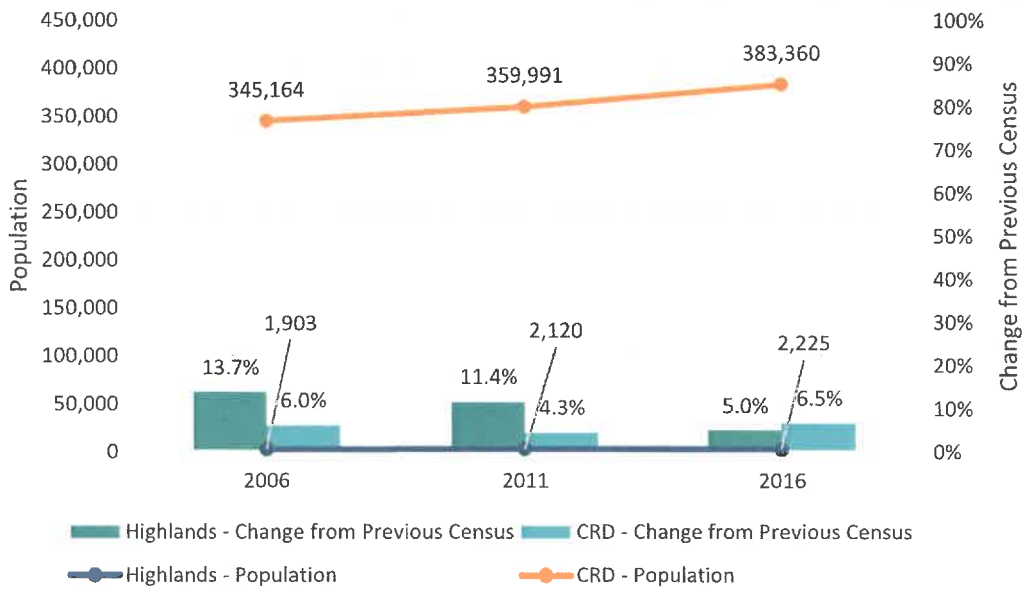
2.0 Community Profile

The demographic and economic context of a community shape its housing needs. Age and stage of life, **household type** and size, **income**, and employment all directly affect the type of housing units, sizes, and tenures needed. This section provides an overview of these factors, using a combination of data from the Statistics Canada Census Profiles and data tables and custom data prepared for Housing Needs Reports.

2.1 Population

Between 2006 and 2016, Highlands grew by 16.9%, from 1,903 to 2,225 residents. This growth was slightly faster compared to the CRD, which grew by 11.1% over the same period. The rate of growth in Highlands was slower between the 2011 and 2016 census period (5.0%) as compared to the 2006 to 2011 census period (11.4%). As of 2016, Highlands residents made up 0.6% of the CRD's population.

FIGURE 3 POPULATION CHANGE IN HIGHLANDS AND CRD, 2006 TO 2016



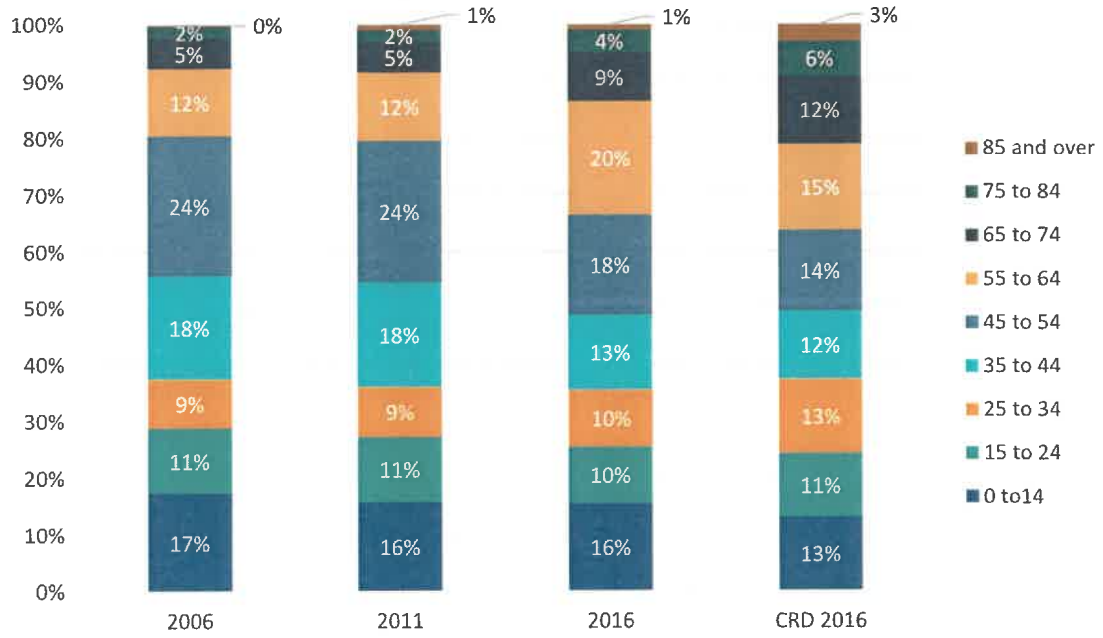
Source: Statistics Canada Census Program, Census Profiles 2006, 2011, 2016

2.2 Age

From 2006 to 2016, the median age in Highlands rose from 42.6 to 45.6, indicating a slight aging of the population, consistent with national trends. The median age in 2016 in the CRD was similar at 45.5.

The age distribution in Highlands was fairly stable between 2006 and 2011 (Figure 4). Over this period, there was a slight decrease in the proportion of residents aged 0 to 14, and a slight increase in those aged 85 and over. From 2011 to 2016, there were decreases in the proportion of residents aged 15 to 24 (-1%), 35 to 44 (-5%), and 45 to 54 (-6%). In this same period, there was an increase in residents aged 25 to 34 (+1%), 55 to 64 (+8%), 65 to 74 (+4%), 75 to 84 (+2%).

FIGURE 4 AGE DISTRIBUTION IN HIGHLANDS, 2006-2016

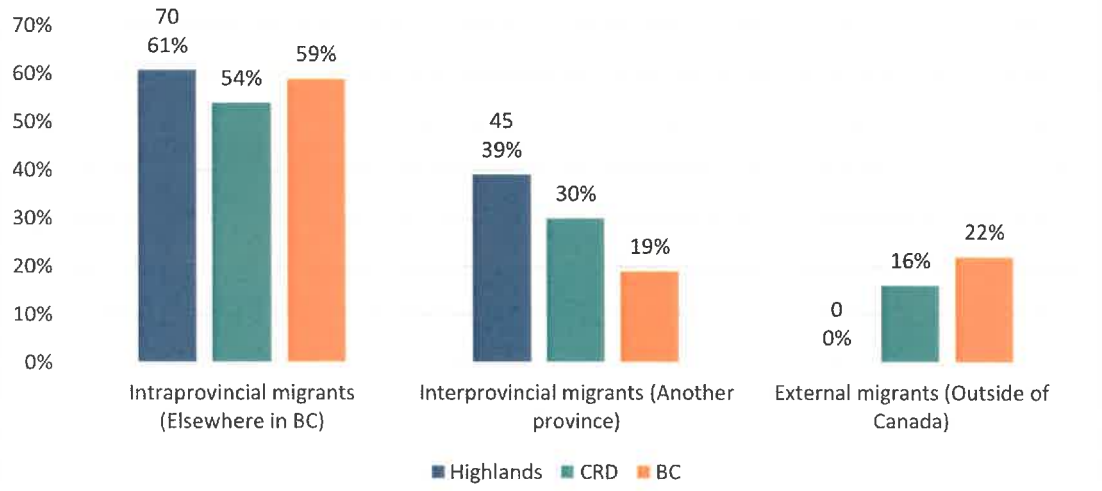


Source: Statistics Canada Census Program, Census Profiles 2006, 2011, 2016

2.3 Mobility

In Highlands, 5% of the population moved into the District between 2015 and 2016, compared to 7% in both CRD and BC. Of those who moved into the District, 61% were intraprovincial migrants (people who moved from elsewhere in BC), 39% were interprovincial migrants (people who moved from another province), and none were external migrants (people who moved from outside of Canada).Compared to the CRD and the province, Highlands has a high proportion of individuals who moved both intra- and interprovincially.

FIGURE 5 1-YEAR AGO MOBILITY STATUS IN HIGHLANDS, CRD AND BC, 2016



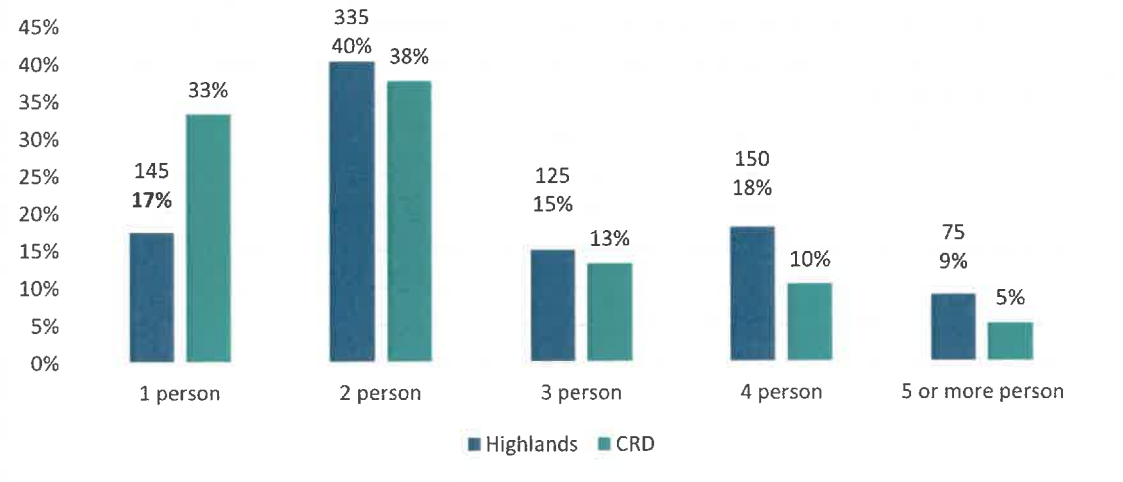
Source: Statistics Canada Census Program, Census Profiles 2016

2.4 Households

Between 2006 and 2016, the number of households grew in Highlands by 18% from 705 to 830. The average household size for Highlands was 2.7 in 2016, compared to 2.2 for the CRD. The average household size in Highlands has remained the same for the past three census periods (constant at 2.7).

In 2016, 42% of households in Highlands were three or more person households, compared to 28% of CRD households (Figure 6).

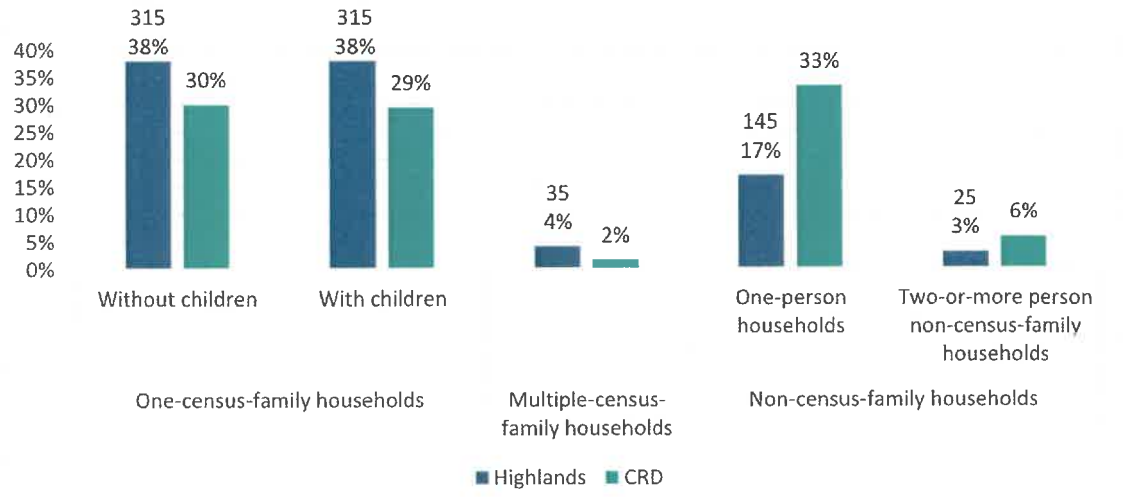
FIGURE 6 HOUSEHOLD BY SIZE IN HIGHLANDS, 2016



Source: Statistics Canada Census Program, Census Profiles 2016

Highlands had a higher proportion of family households with and without children than the CRD, and a much lower proportion of one-person **non-census-family** households, which are typically individuals living alone or with one or more roommates (Figure 7). Compared to the CRD, Highlands had a higher proportion of **multiple-census family** households, which are households made up of more than one family (including couples with children and lone-parent families).

FIGURE 7 HOUSEHOLDS BY HOUSEHOLD TYPE IN HIGHLANDS AND CRD, 2016

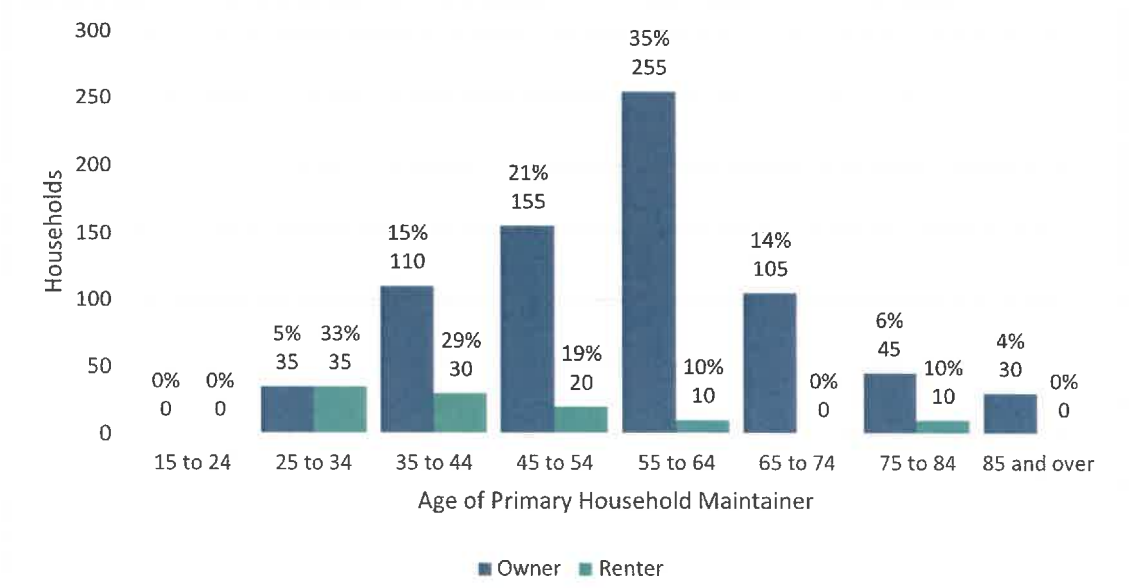


Source: Statistics Canada Census Program, Census Profiles 2016

Figure 8 shows the total households in Highlands by the **primary household maintainer** age and tenure. This figure is used to illustrate any trends between age and tenure across Highlands' households in 2016. Primary household maintainer refers to the person leading a household. The census allows two **household maintainers** to be identified per household and the data presented is simply based on the first household maintainer entry on the census form.

Within the District, there was a smaller proportion of households headed by the youngest and oldest age groups. Homeownership rates increase with age, peaking between 55 and 64 before declining. This trend is common, as higher ownership rates are usually seen in older age groups who may have a higher income as they are late career, or have had more time to build up a higher level of equity prior to retirement.

FIGURE 8 AGE OF PRIMARY HOUSEHOLD MAINTAINER BY TENURE, 2016



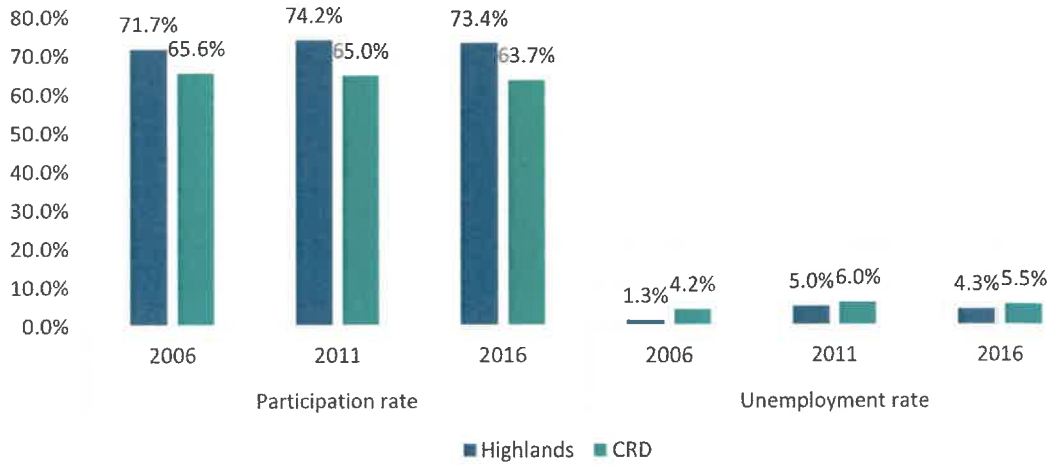
Source: Statistics Canada, Census 2016, Data Table 98-400-X2016227

2.5 Economy

In 2016, the top five industries of work for Highlands residents are as follows: health care and social assistance (15%), retail trade (13%), public administration (12%), construction (11%), and manufacturing (7%).

Between 2006 and 2016, Highlands saw an increase in both the labour **participation rate** and the unemployment rate (Figure 9).

FIGURE 9 LABOUR PARTICIPATION RATE AND UNEMPLOYMENT RATE IN HIGHLANDS AND CRD, 2006 TO 2016



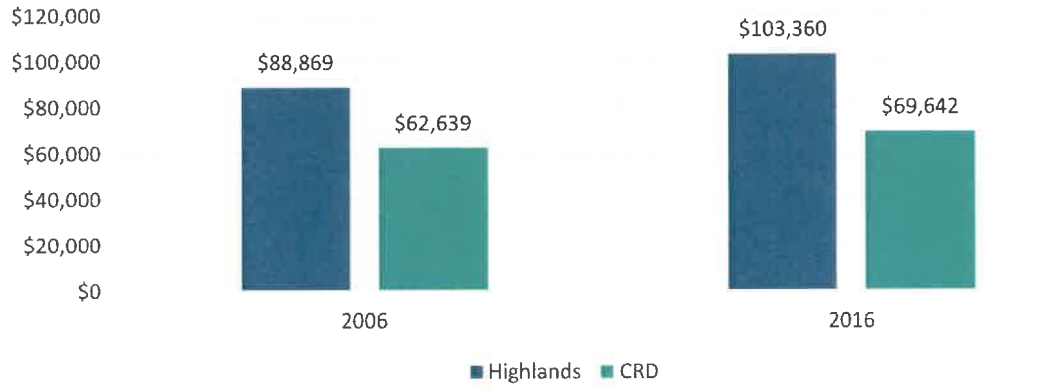
Source: Statistics Canada Census Program, Custom Data Organization for BC Ministry of Municipal Affairs and Housing

2.6 Household Median Income

Note that the custom data set provided for the purposes of Housing Needs Reports is adjusted for 2015 Constant Dollars and may differ from the typical census Profiles. The census reports household income from the year previous to the census (e.g. the 2016 Census represents 2015 household incomes).

Between 2006 and 2016, median before-tax private **household income** grew by 16.3% in Highlands, compared to 11.2% across the CRD. Highlands had higher median incomes than the CRD. In 2016, the median income for Highlands – $103,360 – was $33,718 higher than the CRD median income of $69,642 (Figure 10).

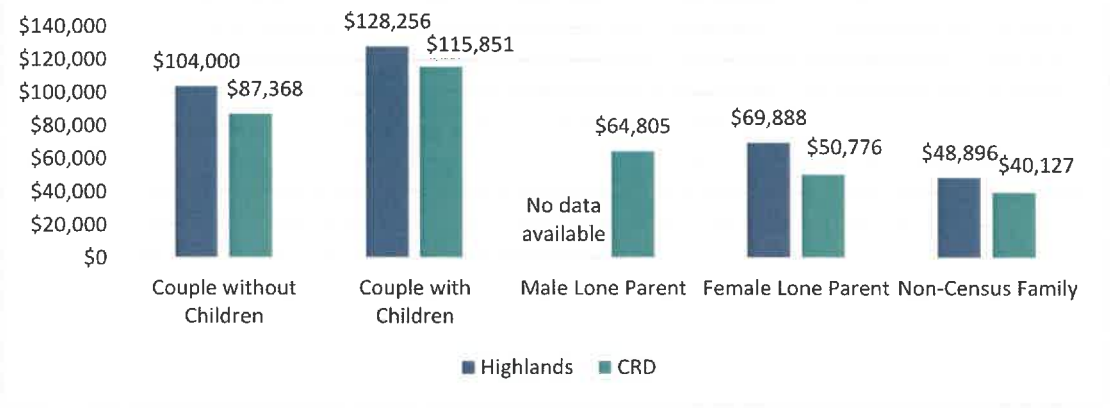
FIGURE 10 MEDIAN BEFORE-TAX PRIVATE HOUSEHOLD INCOME IN HIGHLANDS AND CRD, 2006 TO 2016



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

Median household income differs by household type. Households with single income earners often have lower median incomes than households with two or more incomes. In Highlands, female lone parents and non-census-families (typically individuals living alone) had much lower median household incomes than other family types (FIGURE 11). Data regarding male lone parent households is suppressed due to small number.

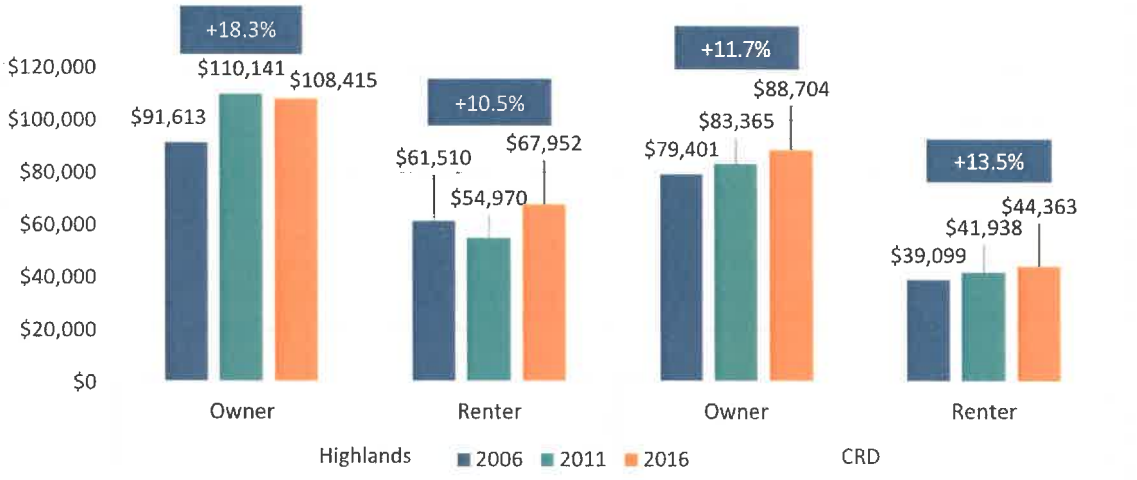
FIGURE 11 MEDIAN TOTAL HOUSEHOLD INCOME IN HIGHLANDS AND CRD, 2016



Source: Statistics Canada Census Program, Data Table 98-400-X2016099

The median renter household income in a community is often much lower than the median owner household income. In Highlands, the median renter household income in 2016 was $67,952, or just 62% of owner household income, which was $108,415 (Figure 12). This is calculated by dividing the median renter household income by median owner household income. Percentage change in incomes between 2006 and 2016 for each tenure category is indicated in blue in Figure 12.

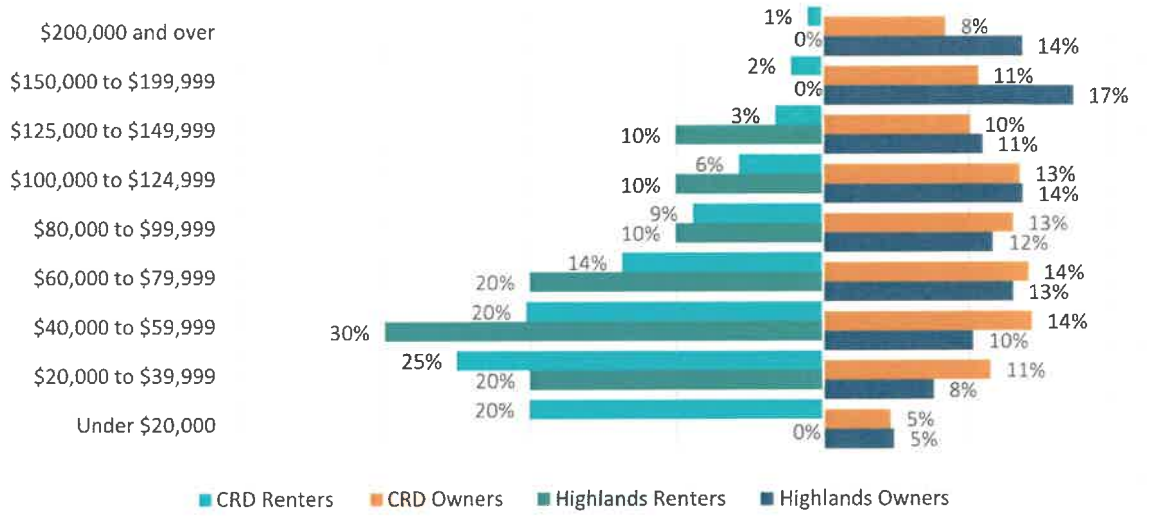
FIGURE 12 MEDIAN BEFORE-TAX PRIVATE HOUSEHOLD INCOME BY TENURE IN HIGHLANDS, 2006 TO 2016



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

Highlands had a slightly higher proportion of households in higher income brackets compared to the CRD, among both owners and renters (Figure 13).

FIGURE 13 INCOME DISTRIBUTION BY TENURE IN HIGHLANDS AND CRD, 2016



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

2.7 Summary

- While Highlands is one of the smaller communities within the CRD, it is continuing to grow and is growing at a pace faster than the CRD as a whole. Between 2006 and 2016, Highlands grew by 16.9%, from 1,904 to 2,225 residents, while the CRD grew by 11.1% over the same period.
- 61% of new households moving to Highlands were from other parts of BC, 39% from other parts of Canada, and 0% from other countries. Compared to the CRD as a whole, Highlands attracted more intra- and interprovincial households.
- Consistent with national trends, Highlands is experiencing a slight aging trend. The median age rose from 42.6 in 2006 to 45.6 in 2016.
- Overall, Highlands had a similar age distribution to CRD in 2016. Within Highlands there was a larger proportion of those aged 45 to 54, and 55 to 64, as compared to the CRD.
- Highlands had a higher proportion of families with and without children and lower portions of one- and two-person households in Highlands compared to the CRD in 2016.
- The top five industries employing Highlands' residents in 2016 were health care and social assistance (15%), retail trade (13%), public administration (12%), construction (11%), and manufacturing (7%). Challenges finding housing can affect the ability to attract and retain employees, especially as housing costs increase more quickly than incomes.
- Highlands had higher incomes compared to the region over the past three census counts. Owner households reported incomes that were over 62% that of renter incomes ($108,415 versus $67,952) in 2016. Households with single incomes, especially female lone-parent households and non-census family households, reported considerably lower incomes compared to other household types.

3.0 Housing Profile

This section provides an overview of community housing stock (dwelling type, size, and age), market and non-market housing trends, and indicators of housing need. The content in this section forms the basis of the statements about key areas of local need provided in Section 7.

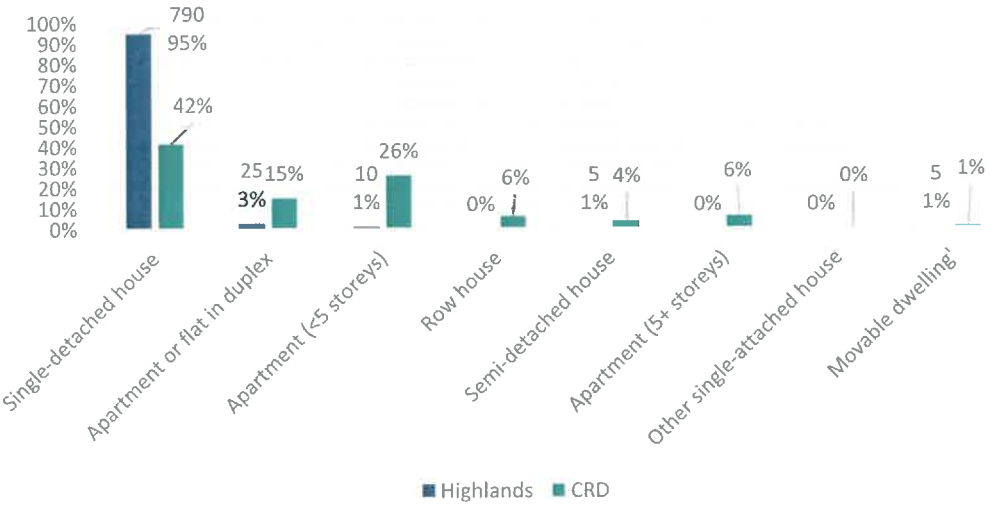
This section uses data from the following sources: 2006, 2011, and 2016 Statistics Canada data from the Census Profiles and data tables and custom data prepared for Housing Needs Reports; 2011 National Household Survey; CMHC Rental Market Survey; BC Assessment data; BC Housing, Co-operative Housing Federation of BC, and AirDNA.

3.1 Overview of Housing Stock

3.1.1 Housing Units

As of 2016, there were 830 dwellings in Highlands. Compared to the CRD as a whole, Highlands has a much higher percentage of single-detached houses (95%) and very few of any other dwelling types (Figure 14). **Apartment or flat in duplex** refers to single-detached houses with secondary suites. Usually, half of the units recorded as apartments or flats in a duplex (approximately 12 in the Highlands' case) are assumed to be single-detached houses with secondary suites, while the other half are the suites themselves. Highlands had a lower proportion of apartment buildings compared to the region.

FIGURE 14 DWELLINGS BY STRUCTURE TYPE IN HIGHLANDS AND CRD, 2016

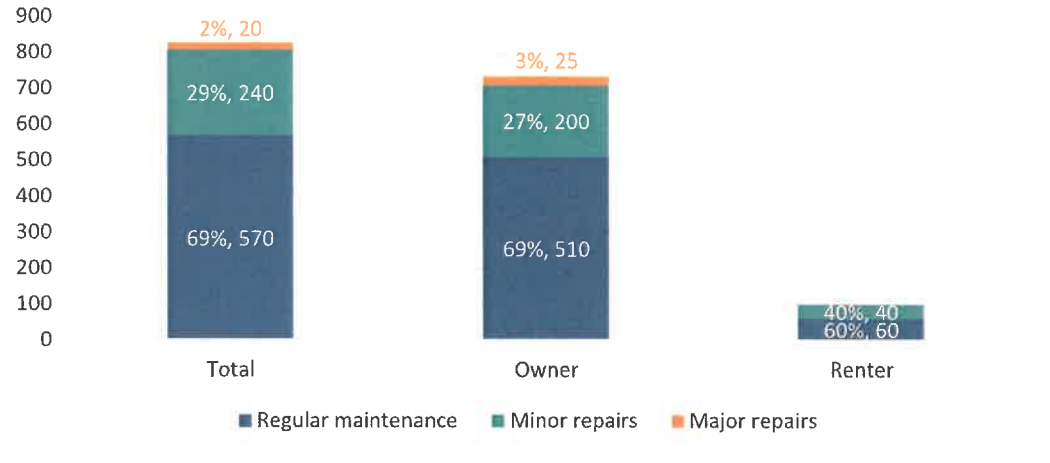


Source: Statistics Canada Census Program, Census Profiles 2016

3.1.2 Condition of Housing

In 2016, dwelling conditions were varied between renters and owners, with most dwellings only requiring regular maintenance (69%). Renter dwellings were more likely to require minor repairs (27% of owners and 40% of renters, respectively), although it should be noted that there are fewer renter households overall (Figure 15). Major repairs were required in 3% of owner households.

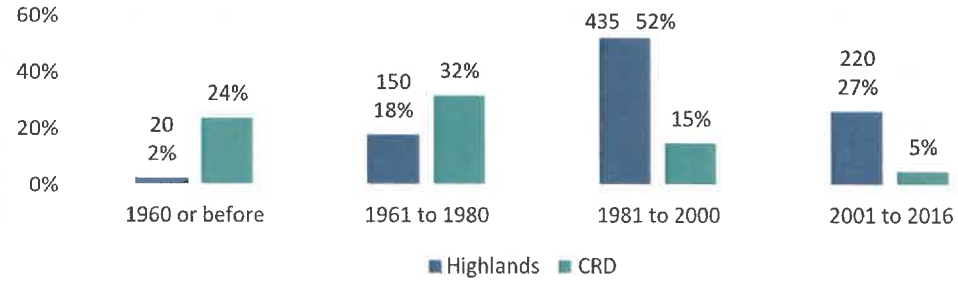
FIGURE 15 DWELLING CONDITION BY TENURE, 2016



Source: Statistics Canada, Census 2016, Table 98-400-X2016222.

Compared to the CRD, dwellings in Highlands are newer, with a higher proportion built less than 25 years ago (Figure 16).

FIGURE 16 DWELLINGS BY PERIOD OF CONSTRUCTION IN HIGHLANDS AND CRD, 2016[3]



Source: Statistics Canada Census Program, Census Profiles 2016

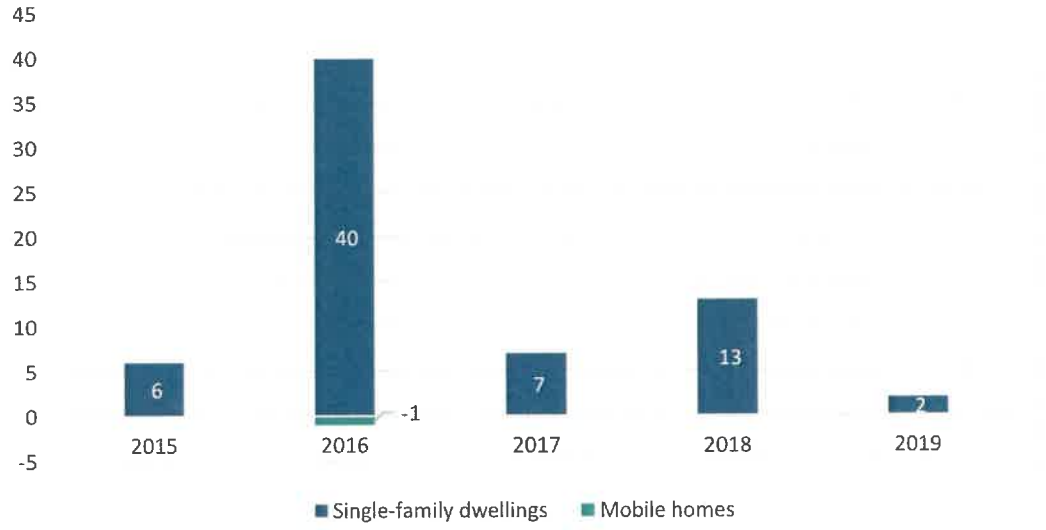
[3] Note that for some census data, errors and / or random rounding can result in numbers that do not add up to their totals and percentages that do not add up to 100%. Random rounding means that each individual value is randomly rounded up or down to a multiple of 5 or 10, and sub-totals are independently rounded. These discrepancies are especially common when looking at aggregations with different variables, such as tenure and condition.

3.1.3 Recent Changes in Housing Stock

Between 2015 and 2019, majority of the building permits issued in Highlands have been single-family dwellings (FIGURE 17), with the largest increase in 2016.

Note that this data considers net new homes and accounts for demolitions.

FIGURE 17 BUILDING PERMITS ISSUED ANNUALLY BY DWELLING TYPE IN HIGHLANDS, 2015 TO 2019

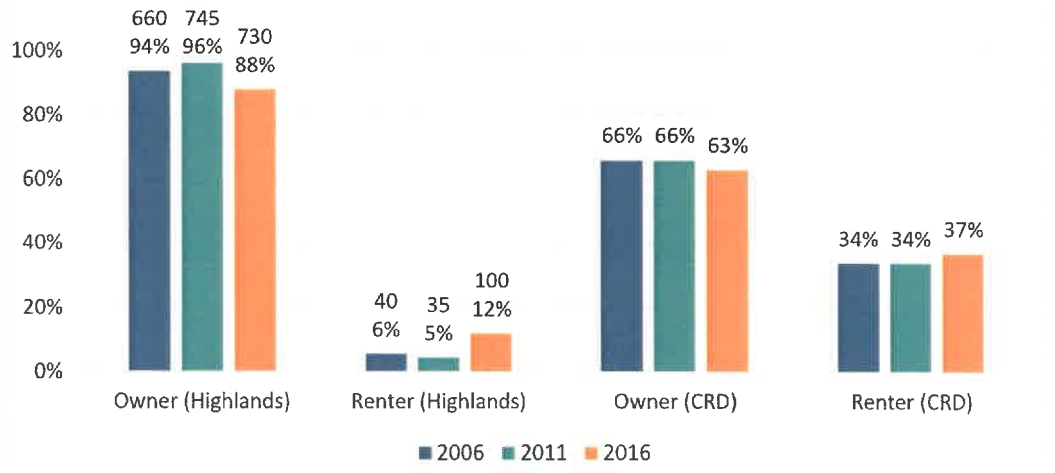


Source: CRD Building Permit Data

3.1.4 Tenure

Highlands has seen the proportion of owner households decline over the past census period, from 94% of all households in 2006 to 88% in 2016 (Figure 18). For comparison, in 2016, 63% of CRD residents were homeowners and 37% were renters. The proportion of renter households in Highlands have doubled over the same time period from 6% to 12%. In part, this trend is related to escalating housing prices and lower rates of homeownership by younger primary household maintainers compared to previous generations.

FIGURE 18 HOUSEHOLDS BY TENURE IN HIGHLANDS, 2006 TO 2016



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

In 2016, no households within the District reported that they lived in subsidized housing.[4]

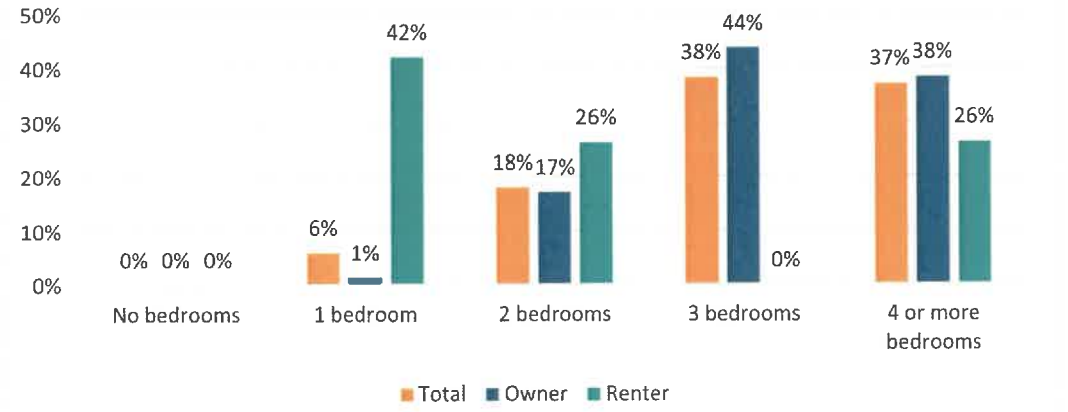
3.1.5 Households and Structure Type

Further detail related to households by structure type has not been included for the District of Highlands. Meaningful and accurate figures are not available due to the small sample size and lack of diversity in dwelling type. The most common structural housing type occupied by both owners and renters are single-detached houses, with 99% of owners and 95% of renters occupying single-detached houses.

In 2016, 75% of dwellings in Highlands were three bedrooms or more (Figure 19). Most dwellings with three bedrooms or more were owned (82%), only 26% of rented dwellings were this size. Most rented dwellings had two bedrooms or fewer (68%).

[4] **Subsidized housing** includes rent supplements like those provided by BC Housing, which support households renting in the private market. It can also include rent geared to income, social housing, public housing, government-assisted housing, and non-profit housing. More detailed information on non-market housing in the District is provided in Section 3.4.

FIGURE 19 DWELLING BY UNIT SIZE BY TENURE IN HIGHLANDS, 2016



Source: Statistics Canada, Census Program, Data Table 98-400-X2016220

With single-detached dwellings representing over 95% of private dwellings in Highlands, there is little room to identify important differences between groups by looking at structure type. However, it appears those few non-single-detached dwellings (for example an apartment or flat in duplex), are disproportionately occupied by smaller household family types, particularly couples without children, and lone parent households. Consistent with the prior point, non-single-detached structures also appear to be disproportionately occupied by smaller households (particularly 2 person households).

TABLE 1 HOUSEHOLDS BY STRUCTURE TYPE AND TENURE

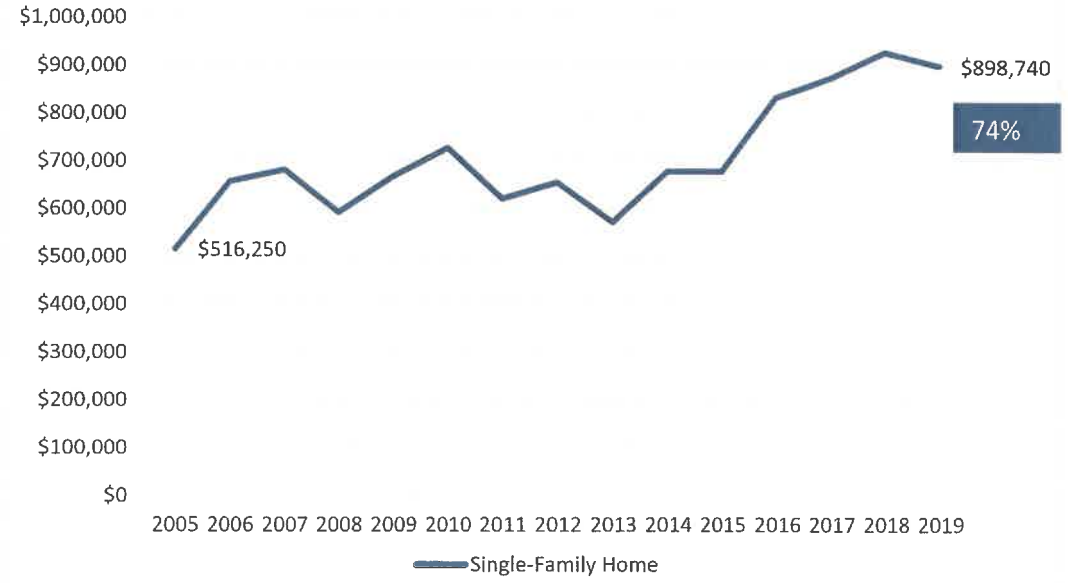
	Total		Owner		Renter	
	#	%	#	%	#	%
Total	830	100%	730	100%	95	100%
Single-detached house	810	98%	725	99%	90	95%
Other attached	25	3%	10	1%	10	11%
Apartment or flat in duplex	15	2%	0	0%	10	11%
Apartment (<5 storeys)	10	1%	0	0%	0	0%

*Due to Statistics Canada's random rounding process (to maintain anonymity), sub-categories may not add to the indicated category total, and categories may not add up to the indicated total; similarly, percentages may not add to 100%.

3.2 Trends in Homeownership Market

The Victoria Real Estate Board divides the Highlands market into three neighbourhoods: Gowlland Tod Provincial Park, Bear Mountain Resort, and Mount Work Regional Park. Figure 20 combines the three neighbourhoods, demonstrating how average home sale prices have grown, with price increases accelerating around 2015. From 2005 to 2019, there was an increase of 74% in home prices (Figure 20). In the past five-years, from 2014 to 2019, prices have increased by 33%. Average home sale prices were only available for single-family homes.

FIGURE 20 AVERAGE HOME SALE PRICE BY DWELLING TYPE IN HIGHLANDS, 2005 TO 2019



Source: Victoria Real Estate Board

3.2.1 Homeownership Affordability Gap Analysis

An affordability gaps analysis was prepared to assess gaps between **shelter costs** and household incomes. This provides insight into whether households are spending an unaffordable amount of monthly income on shelter costs. Affordability is defined as spending less than 30% of gross household income on shelter costs.

For ownership housing, shelter costs are primarily driven by housing prices via mortgage payments, but also include other monthly expenses like property tax, utilities, home insurance, municipal services charges, and strata fees (see Glossary). The analysis is based on 2019 data from the Victoria Real Estate Board and median total before-tax household incomes from the 2016 census. Since these household incomes reflect 2015 incomes and have likely grown since then, for the purposes of comparing with 2019 housing costs, incomes were adjusted to 2019 using the average annual percentage increase between 2006 to 2016. Incomes were also adjusted to reflect the higher median income of owner households relative to renter households based on the difference between owner household median income and overall median income for 2016.

Home sales prices are based on the average 2019 sales prices for each housing type and do not account for any differences in the age of homes, size of homes, and low-end or high-end properties. To calculate total monthly shelter costs, several assumptions were made: mortgage payments are based on a down payment of 10% with 2.54% interest on a 3-year fixed-rate term, and a total of $676 for property tax, utilities, home insurance, municipal services charges or other service charges, and strata fees (where applicable).

The values highlighted in green, orange, and red are the difference between what is affordable for each household type and shelter costs per month. Green cells indicate the household is spending less than 30% of monthly household income on shelter costs; orange indicates they are spending 30 – 49%, and red indicates they are spending 50% or more.[5]

There are considerable gaps for all household types in affording single-detached homes, the most common type of home in the District. **Other census families** often have higher incomes compared to other family types because they can include multi-generational or other family living arrangements with multiple incomes. This type of household faces the lowest gap for a single-detached house at the 2019 average sales price. Couples with children making the median income would need to spend approximately 36% of their monthly income on shelter costs; while couples without children would need to spend 44%.

Homeownership is likely out of reach for single-income households; lone-parent households would need to spend 63% of their monthly income on shelter costs, and non-census families would need to spend 94%.

[5] Statistics Canada considers households spending 30% or more of total before-tax household income to be living in unaffordable housing. This may include households in Core Housing Need. Households spending 50% or more of total before-tax household income may be in Extreme Core Housing Need. These indicators are described in more detail in Sections 3.8.

TABLE 2 AFFORDABILITY GAP ANALYSIS FOR OWNERS IN HIGHLANDS, AVERAGE SALES PRICE, 2019

	Median Household Income	Affordable Monthly Shelter Costs	Monthly Shelter Affordability Gap
			Single-detached home ($898,740)
Couples without children	$116,992	$2,925	-$1,391
Couples with children	$144,278	$3,607	-$709
Lone parent families	$81,210	$2,030	-$2,285
Non-census families	$55,004	$1,375	-$2,940
Other census families	$161,845	$4,046	-$269

Spending 50% or more of household income on shelter costs
Spending approximately 30-49% of household income on shelter costs

Sources: Statistics Canada, 2016 Census. Victoria Real Estate Board, 2019.

3.3 Trends in Rental Market

The rental market can be divided into primary rental and secondary rental. The primary rental market consists of purpose-built rental buildings with multiple units while the secondary rental market consists of rented homes, secondary suites, individually rented condominium units, and other dwellings that are not purpose built.

3.3.1 Primary Rental

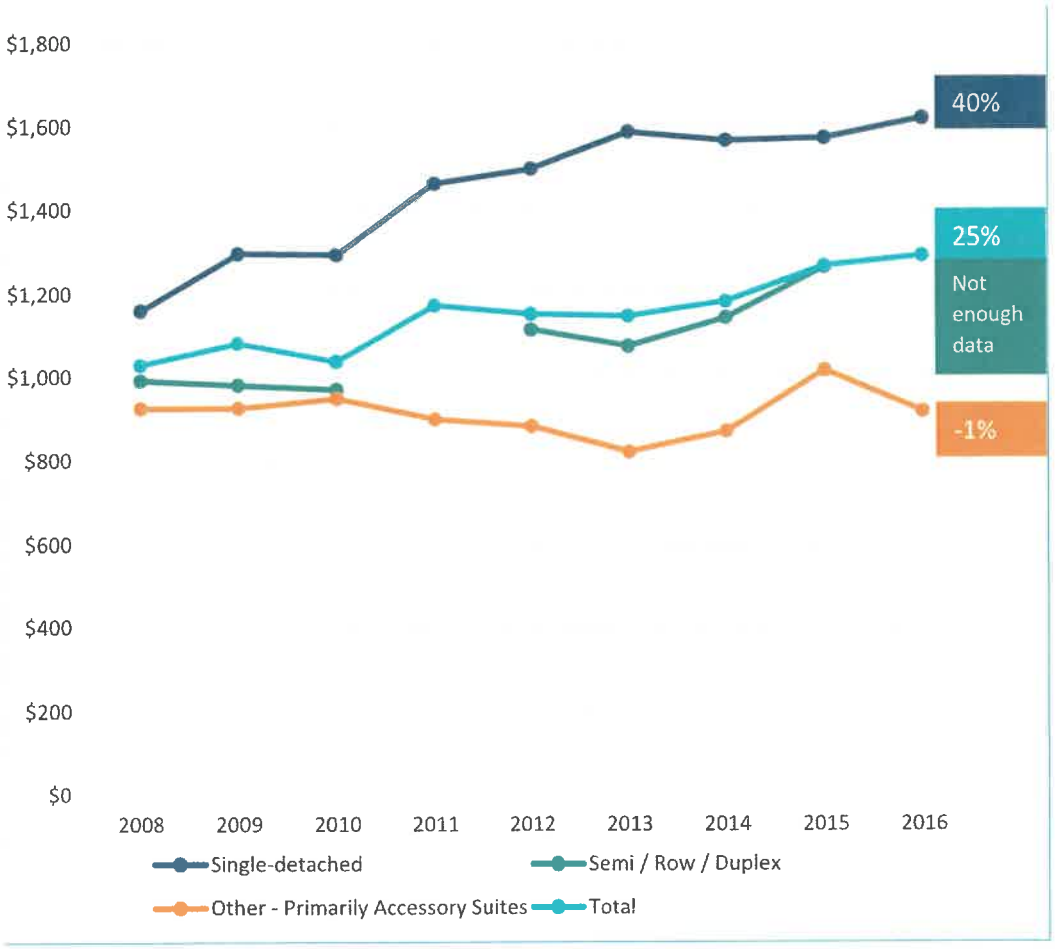
Primary rental market data is unavailable for the District of Highlands.

3.3.2 Secondary Rental Market Trends

As part of its Strategic Plan, Highlands' Council asked staff to prepare a report outlining an approach to considering secondary suites in the community. While secondary suites are not permitted under existing zoning regulations, it is estimated that approximately 30% to 50% of properties in Highlands have some form of unauthorized secondary suite and/or additional unapproved dwellings (estimate based on information from Highlands Building Official). Given increasing land costs and housing shortages in the region this trend is likely to continue.

CMHC data of the secondary rental market is only available for the Victoria Census Metropolitan Area (CMA), which includes most CRD communities, except Salt Spring Island and the western portion of the Juan de Fuca Electoral Area. This data is of much lower quality than data for the primary rental market for the Victoria CMA (where available). Between 2008 and 2016 (the years for which data is available), average rents for rented single-detached homes grew by 40%, a considerable increase but not as large as seen in the primary rental market for the Victoria CMA (Figure 21). The available data indicates that, as of 2016, the average rent of an accessory suite did not see major changes since 2008.

FIGURE 21 AVERAGE RENTS FOR SECONDARY MARKET UNITS IN VICTORIA CMA, EXCLUDING CONDOMINIUMS, 2008 TO 2016

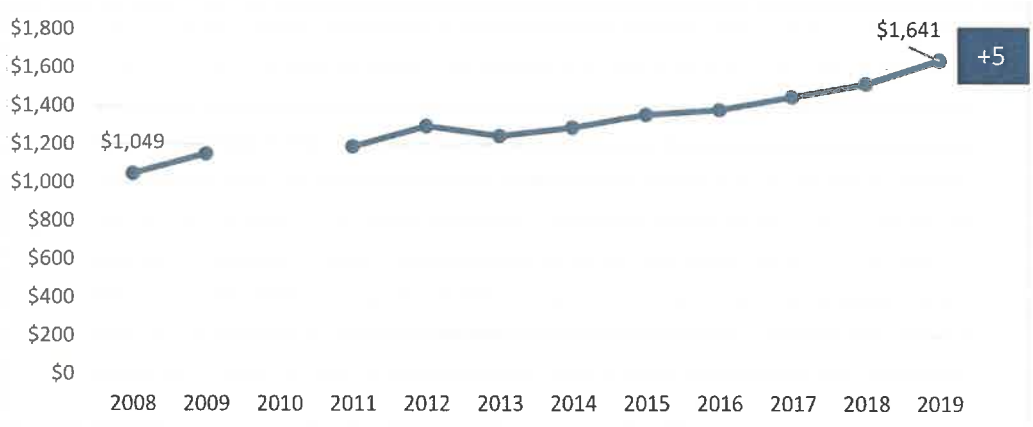


Source: CMHC, 2019.

Note that there are some data gaps and that some of the data is of poor quality. 2016 is the latest year for which there is data.

The data for rented condominiums shows a steady increase in average rents but there are considerable data gaps (Figure 22).

FIGURE 22 AVERAGE RENTS FOR RENTED CONDOMINIUMS IN VICTORIA CMA, 2008 TO 2019



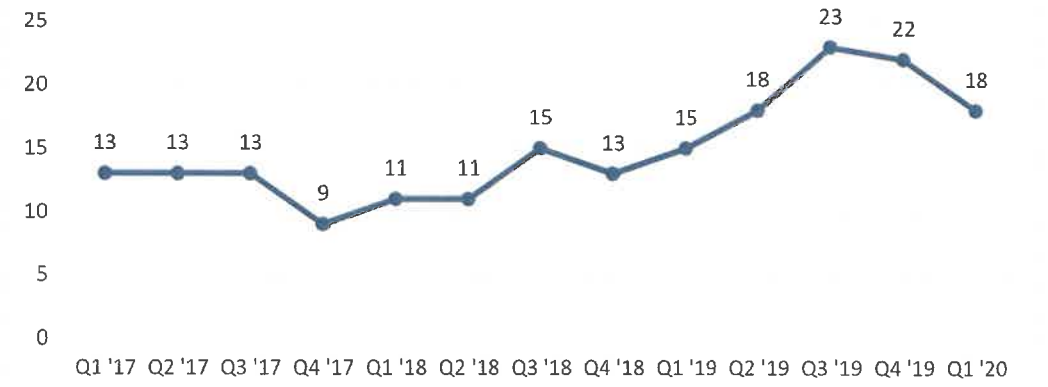
Source: CMHC, 2019.

Note that there are considerable data gaps and that some of the data is of poor quality.

3.3.3 Short-Term Rental Market[6]

On March 19, 2020, a scan of AirDNA data on short-term rentals was completed. It found 12 short-term rentals listed for Highlands. Of these active rentals, 83% listed the entire home and 17% listed a private room in a home. AirDNA also provides data on previous quarters. In the first quarter of 2020, there were 18 active rentals in Highlands. There was a steady increase in the number of short-term rentals starting in late 2018, with a peak of 23 listings at one time (2019) (Figure 23). Data from March 19, 2020 showed a decline in the number of listings. This indicates that the coronavirus pandemic and social distancing measures have had some impact on the short-term rental market, at least in the immediate term.

FIGURE 23 NUMBER OF SHORT-TERM RENTALS PER YEARLY QUARTER, 2017 -2020



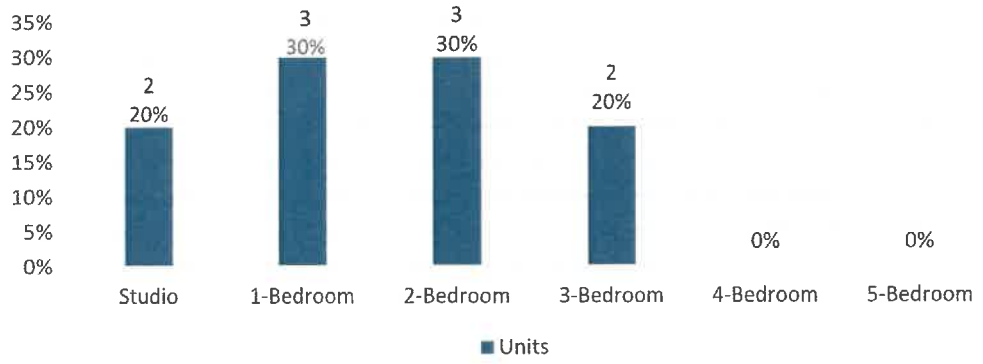
Source: AirDNA, which includes Airbnb and VRBO data.

When looking at unit size, 80% of active rentals on March 19, 2020 were smaller units (i.e., studio, one-bedroom, or two-bedroom) (Figure 24).

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[6] Data for the short-term rental market is accessed through the publicly available information on AirDNA.co. The date of data collection is noted in the text and may be different from other reports completed through the CRD Housing Needs Report project.

FIGURE 24 SHORT-TERM RENTALS BY NUMBER OF BEDROOMS, MARCH 19, 2020



Source: AirDNA, which includes Airbnb and VRBO data.

As of July 2020, AirDNA reported an occupancy rate of 61% in Highlands, compared to 94% in July 2019. It is likely the COVID-19 restrictions on travel have impacted the short-term rental market and that some owners are removing their units from listings, at least temporarily, while far fewer people continue to travel due to social distancing measures and travel restrictions.

3.4 Non-Market Housing

As of 2019, there were a total of 5 reported non-market units where BC Housing has a financial relationship within the District. All these units were rent assistance in the private market. There were no cooperative units reported for Highlands.

Due to a small number of households on the BC Housing Registry waitlist for non-market housing in Highlands, the data is suppressed.

3.5 Homelessness

It is estimated there was a minimum of 1,523 individuals who experienced homelessness across the CRD on March 11, 2020. The Point-in-Time (PiT) count identified at least 350 individuals who were emergency sheltered, 743 who were provisionally accommodated in **transitional housing** and institutions, and 145 individuals who were couch-surfing. There were at least 270 individuals who were unsheltered and a minimum of 15 individuals who stayed in unknown locations.

As the PiT count was taken during the start of the COVID-19 pandemic, some individuals may have made decisions regarding staying outdoors or attending PiT count-related events. Compared to the 2018 PiT count, there was an increase in unsheltered homelessness which may be due to the fear of COVID-19 spreading in confined spaces. Furthermore, since the March 11, 2020 count, recent initiatives to increase the number of shelter beds (e.g. repurposing hotel rooms as shelters) will have shifted the number of individuals who are sheltered or unsheltered.

It is important to note that although these counts provide valuable data and can suggest trends, they face several challenges. PiT counts are widely understood to under-represent actual numbers of individuals experiencing homelessness, as they only capture individuals who are accessing shelters and/or who are out on the street, available for interviews during the count. Individuals who are not interviewed during the

day of the count are not counted. These counts are also recognized to be inadequate at capturing hidden homelessness, such as couch surfing, living in cars or boats, and other forms of housing vulnerability.

3.6 Student Housing

University of Victoria and Camosun College have locations in the District of Saanich. Royal Roads University is located in Colwood. Data from all three postsecondary institutions is provided below, because students attending all three may be looking for housing throughout surrounding CRD communities – in particular, Royal Roads University students looking for housing in Highlands.

As of the 2018/2019 school year, there were a total of 24,965 full-time equivalent enrolments at the region's three postsecondary institutions: Camosun College, Royal Roads University, and the University of Victoria (Table 3). The University of Victoria is the only postsecondary institutions with student housing at this time with 2,625 beds. The university has plans to expand student housing on campus in the near future.

Between the 2008/2009 and 2018/2019 school years, the University of Victoria's full-time equivalent enrolments grew by 6.5%, while Camosun Collage and Royal Roads University both saw declines of 8.3% and 1.6%, respectively. Despite declines at Camosun and Royal Roads, growth at the larger University of Victoria and plans to expand student housing suggest that there is a need for more student housing in the region.

TABLE 3 PUBLIC POST-SECONDARY INSTITUTIONS IN CAPITAL REGION DISTRICT, NUMBER OF BEDS AND FULL TIME EQUIVALENT STUDENTS, 2018/2019

School	Beds	Full-Time Equivalent Enrollments
Camosun College	0	6,107
Royal Roads University	0	2,062
University of Victoria	2,625	16,796
Total	2,625	24,965

Source: Ministry of Advanced Education, Skills and Training

3.7 Housing Indicators

Statistics Canada collects data on housing indicators to show when households are not meeting three housing standards: adequacy, affordability, and suitability. These are defined as follows:

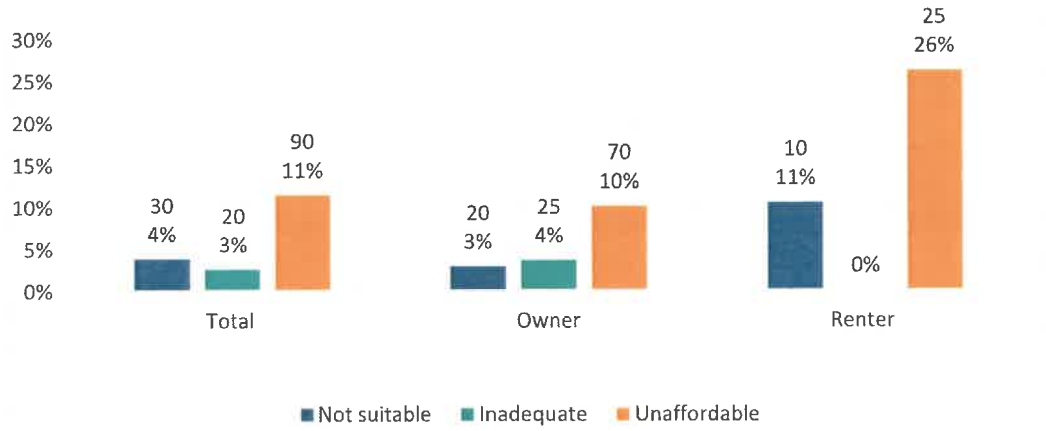
- **Adequate housing** is reported by their residents as not requiring any major repairs.
- **Affordable housing** has shelter costs that are less than 30% of total before-tax household income.
- **Suitable housing** has enough bedrooms for the size and makeup of resident households according to **National Occupancy Standard** (NOS) requirements.[7]

In Highlands, the proportion of households living in unaffordable housing had decreased over the past three census periods, from 20% in 2006 to 12% in 2016. In 2016, 11% of all households spent 30% or more of their income on shelter costs, including 26% of renter households and 10% owner households (Figure 25). There is a higher proportion of renters living in unsuitable housing compared to owners. Renters living in inadequate housing conditions are shown as 0%, this may be due to the small number of renters and rounding in the data.

Affordability is the most common housing standard not met in Highlands, typical of the regional and provincial trends. Eleven percent (11%) of all households in 2016 spent 30% or more of their income on shelter costs, including 26% of renter households and 10% of owner households. A higher proportion of renters than owners live in unsuitable housing.

Although there are higher numbers of owner households not meeting the adequacy and affordability standards, it is important to remember that there were 730 owner households in Highlands in 2016 compared to 100 renter households.

FIGURE 25 PRIVATE HOUSEHOLDS BELOW HOUSING STANDARDS BY TENURE IN HIGHLANDS, 2016



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

3.8 Core Housing Need

Core Housing Need is a two-stage indicator developed by CMHC, which builds on the housing indicators described in the previous section to help identify households with the greatest housing needs. A

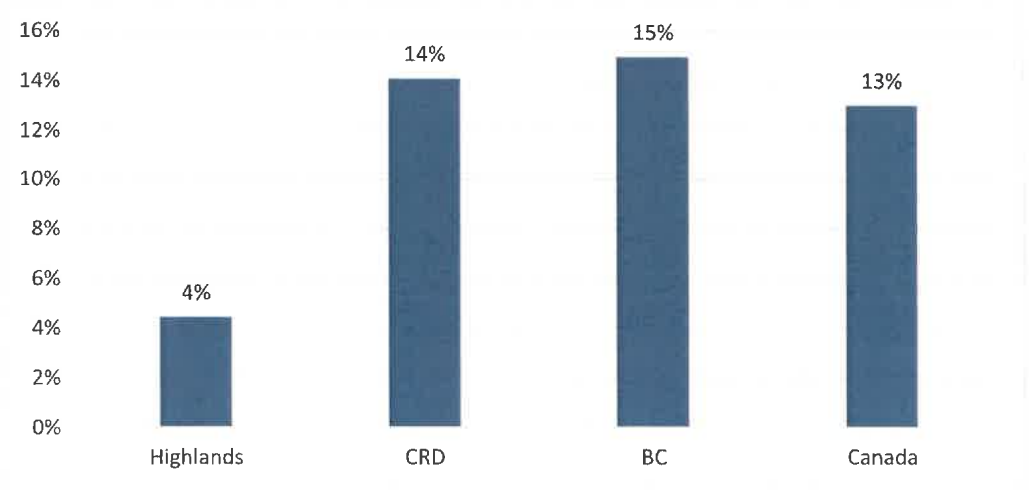
[7] The National Occupancy Standard provides the number of bedrooms required based on household composition (see Glossary).

household in Core Housing Need is living in housing that does not meet one or more of the housing indicators (i.e. adequacy, suitability, and affordability) *and* would have to spend 30% or more of their total before-tax household income to pay the median rent for alternative local housing that does meet all three housing standards.

Those in Extreme Core Housing Need meet the definition of Core Housing Need and are currently spending more than 50% of their income on shelter costs.

In 2016, Highlands had a much lower proportion of households in Core Housing Need compared to the CRD, British Columbia (BC), and Canada (Figure 26).

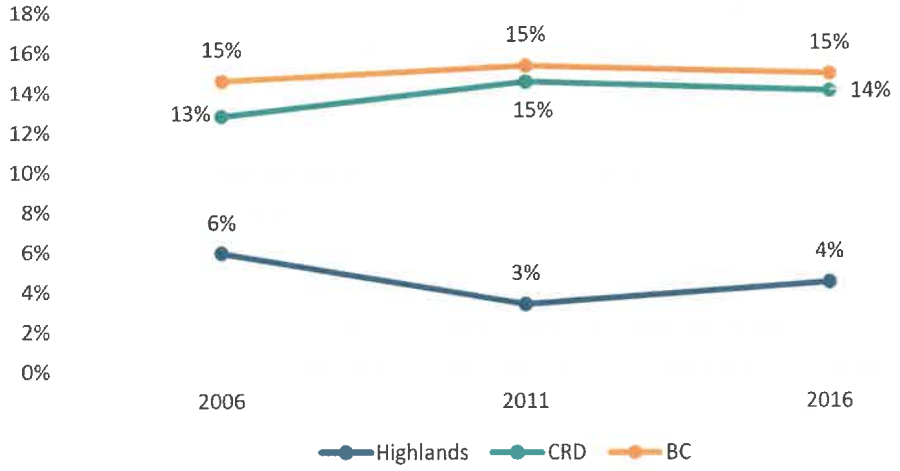
FIGURE 26 PRIVATE HOUSEHOLDS IN CORE HOUSING NEED, COMPARISON OF GEOGRAPHIES, 2016



Source: Statistics Canada Census Program, Custom Data Organization for BC Ministry of Municipal Affairs and Housing and CMHC (Census-based data), 2016

Figure 27 shows the historical data of households in Core Housing Need in Highlands compared to the CRD and BC. Highlands saw a slight decrease of households in Core Housing Need from 2006 to 2016, which is opposite to CRD and BC, where Core Housing Need households slightly increased.

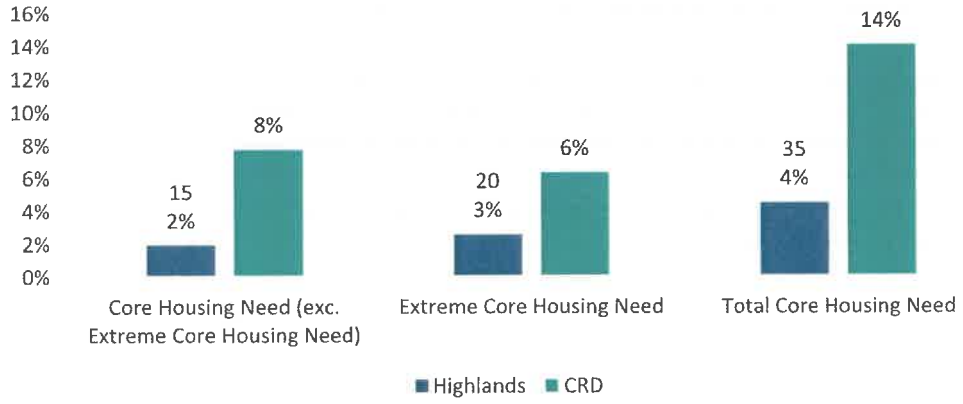
FIGURE 27 PRIVATE HOUSEHOLDS IN CORE HOUSING NEED IN HIGHLANDS, CRD, AND BC, 2006-2016



3.8.1 Extreme Core Housing Need

When separating households in Extreme Core Housing Need from the overall Core Housing Need, Highlands has 3% of households in Extreme Core Housing Need compared to the CRD's 6% and BC's 6% (Figure 28).

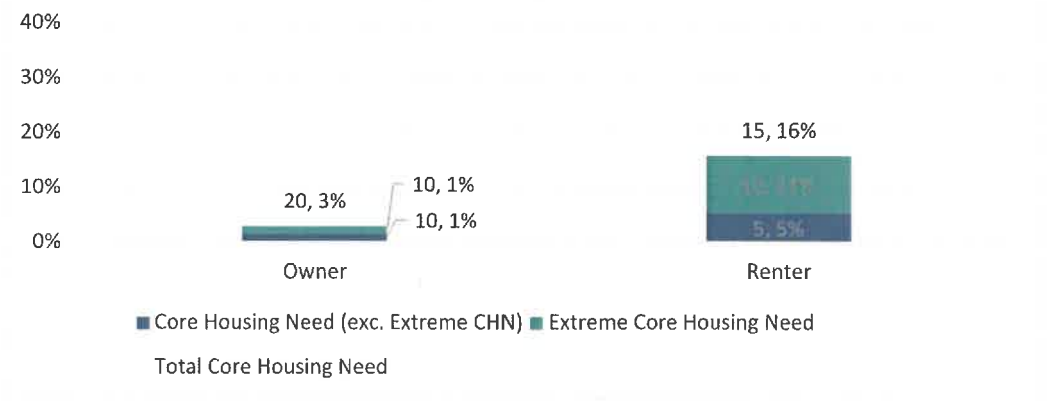
FIGURE 28 PRIVATE HOUSEHOLDS IN CORE HOUSING NEED IN HIGHLANDS AND CRD, 2016



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

In 2016, there was a higher proportion of renter households experiencing Core Housing Need than owners, 15% versus 3% respectively. However, in terms of absolute numbers, there were more owner households affected than renter households (20 owner households, and 15 renter households). Within the Core Housing Need households, there was also a much higher proportion of renters experiencing Extreme Core Housing compared to owners (10% versus 1%) (Figure 29).

FIGURE 29 PRIVATE HOUSEHOLDS IN CORE HOUSING NEED BY TENURE IN HIGHLANDS, 2016



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

3.8.2 Household Characteristics by Core Housing Need

Core Housing Need can help identify those in greatest need of housing assistance. In most communities, vulnerable populations such as **seniors**, young adults, Indigenous people, people with disabilities, people dealing with mental health and addiction issues, recent immigrants, and more are disproportionately likely to be in Core Housing Need. Due to the smaller population size in Highlands, this data may be prone to rounding errors (e.g. households round up to the closest interval by 5). Despite this limitation, the data provides a general idea of which populations are struggling with Core Housing Need in the District.

Each row in the table shows the proportion of households within a given characteristic that are also in Core Housing Need. For example, 4% of all households are in Core Housing Need, while 15% of households led by a primary household maintainer aged 25 to 34 are in Core Housing Need. Of households led by a primary household maintainer aged 35 to 44, 40% of renter households in this age group are in Core Household Need and 10% of owner households in this age group are in Core Housing Need.

In Highlands, Table 4offers the following key takeaways:

Tenure

Across all household characteristics, 16% of renter households were in Core Housing Need in 2016 (or 15 renter households), compared to 3% owner households (or 20 households).

Household Type

Among household types, lone-parent households were far more likely to be in Core Housing Need than others (50% or 10 households). Lone-parent renters likely face challenges finding affordable and rental housing of a suitable size (i.e., with two or more bedrooms to accommodate their children).

Households with Activity Limitations

Among households with at least one persons with an **activity limitation**, 29% of renter households are more likely to be in Core Housing Need (10 households).

Table 4 Household Characteristics by Core Housing Need and Tenure, 2016[8]

Characteristics	Total Households in Core Housing Need		Renter Households in Core Housing Need		Owners in Core Housing Need	
	#	%	#	%	#	%
Total Households in Core Housing Need	35	4%	15	16%	20	3%
Core Housing Need by Age of Primary Household Maintainer						
15-24	0	N/A	0	N/A	0	N/A
25-34	10	15%	0	0%	0	0%
35-44	10	7%	10	40%	10	10%
45-54	0	0%	0	0%	0	0%
55-64	0	0%	0	0%	0	0%
65+	10	5%	0	N/A	10	6%
Core Housing Need by Household Type						
Couple with Children	10	4%	0	0%	0	0%
Couple without Children	0	0%	0	0%	0	0%
Lone Parent Household	20	44%	10	50%	0	0%
Multiple-Family	0	0%	0	0%	0	0%
One Person Household	10	8%	0	0%	10	12%
Other Non-Family	0	-	0	-	0	-
Core Housing Need based on Immigration Status						
Non-Immigrant	25	4%	15	100%	10	100%
Non-Permanent Resident	0	-	0	-	0	-
Immigrant	10	8%	0	-	10	100%
Recent Immigrant	0	-	0	-	0	-
Core Housing Need by Households with Seniors (65+)						
Household Has At Least One Senior (65+)	10	5%	0	0%	15	7%
Household Without A Senior (65+)	25	4%	15	19%	10	2%
Core Housing Need by Households with Persons with an Activity Limitation						
Household Has At Least One Person With an Activity Limitation	20	5%	10	29%	10	3%
Household Without A Person With an Activity Limitation	10	3%	0	0%	10	3%
Core Housing Need by Indigenous Households						
Aboriginal Households	0	0%	0	-	0	0%
Non-Aboriginal Households	30	4%	15	16%	15	2%
Core Housing Need by Households with Children						
Household Has At Least One Child (<18 years)	10	5%	10	29%	0	0%
Household Without a Child (<18 years)	15	3%	0	0%	15	3%

Source: CMHC (based on 2006, 2016 Census and 2011 National Household Survey)

[8] Note that for some census data, errors and / or random rounding can result in numbers that do not add up to their totals and percentages that do not add up to 100%. Random rounding means that each individual value is randomly rounded up or down to a multiple of 5 or 10, and sub-totals are independently rounded. These discrepancies are especially common when looking at aggregations with different variables, such as tenure and condition.

3.9 Summary

Housing Stock

- Compared to the CRD as a whole, housing stock in Highlands is newer and less diverse. Recent building permits suggest that the single-family home is still the dominant dwelling type in Highlands (99%).
- Approximately 57% of households in Highlands contain one or two person households, likely older individuals or couples whose children have moved away, suggesting some of the population may be living in larger homes than they need.
- While 99% of owners occupy single-family homes, a small proportion of renters (11%) occupy apartments or flats in duplexes (structure types with fewer bedrooms).
- There may be a lack of options for older adults looking to downsize out of large single-family homes and for families looking for rental units with enough bedrooms to suit their needs or to enter the homeownership market.

Homeownership Market

- In 2016, 88% of households owned their home and 12% rented.
- Prices have risen substantially in both the homeownership and rental markets over the past few years. Ownership prices have risen for all housing types, with the most rapid increases occurring between 2014 and 2019.
- The single-detached home is unaffordable for median incomes of all household types, despite this being the most common type of home in the District. Couples with children making the median income would need to spend approximately 36% of their monthly income on shelter costs for a single-detached home at the 2019 average sales price, while couples without children would need to spend 44%.
- Homeownership is likely out of reach for single-income households like lone-parent and non-census families. Lone-parent households would need to spend 63% of their monthly income and non-census families would need to spend 94% of their monthly income to be able to afford most housing types.

Rental Market

- There is no primary rental market data available for Highlands.
- The secondary rental market for the Victoria Census Metropolitan Area is less secure than the primary rental market and while prices have risen more moderately according to CMHC data, rent in the secondary rental market is largely driven by housing prices, which have risen substantially.

Non-Market Housing

- Highlands has a total of 5 reported non-market units with a financial relationship with BC Housing. All of these units are rent assistance in the private market. There are no cooperative housing units reported for Highlands.

Student Housing

- Despite declines in full-time equivalent enrolments at Camosun and Royal Roads, growth at the larger University of Victoria and plans to expand student housing suggest that there is a need for more student housing in the region.

Housing Indicators and Core Housing Need

- Housing indicators show that affordability has been the most considerable issue in Highlands since 2006, with 10% of owner households and 26% of renter households not meeting the affordability standard.
- In 2016, renter households had a proportionally higher Core Housing Need rate (16%). However, there were fewer households that met this definition in 2016 (15 households), compared to owner households (3% or 20 households). These households are currently living in unacceptable conditions (i.e., overcrowded housing, housing in need of repairs) and cannot afford an acceptable alternative housing unit in their community based on median rents.
- The rate of Core Housing Need in Highlands was lower (4%) than the rate seen in the CRD as a whole in 2016 (14%).
- Lone-parent renter households are one of the household types most likely to be in Core Housing Need, as they likely face challenges affording rental units with two or more bedrooms to accommodate their children. Lone-parent households also have some of the lowest median incomes in the District, especially female lone-parents. Women fleeing domestic violence are a vulnerable population and may be disproportionately in Core Housing Need.

4.0 Projections

This section summarizes population, household, and housing unit projections for the next five years, as required for Housing Needs Reports. Population projections such as these offer a glimpse at a possible future scenario. Actual community growth depends on many influencing factors, including the economy, housing market, growth in the region, trends in neighbouring communities, locational desirability, and planning and development decisions. The availability, type, and affordability of housing in the community will influence growth and the demographic make-up of the community.

The projections presented here use 2016 as the base year, which was the last year of a full population count through the census. This means that projections are presented for 2016 to 2020, as well as 2020 to 2025. Although the years 2017, 2018, and 2019 have already passed, full population counts were not conducted in these years, which means that data for these years is projected from 2016.

4.1 Methodology

The population projections presented in this report are based on historical change from previous Census periods (2001, 2006, 2011, and 2016) for Highlands. The population projections developed by BC Statistics for the CRD and the Langford/Highlands Community Health Service Area are not applied here due to Highland's Urban Containment Boundary which limits the availability of land for new housing development. Although land may be limited, there are opportunities to explore more compact housing forms, that allow for gentle density or infill, in order to meet housing need.

The household projections presented within this report are the result of combining the population projections presented above with **headship rates** by age of primary household maintainer. These headship rates describe the proportion of individuals within a given age group who "head" a household of a given type (defined by a combination of maintainer age, household family type, and tenure). In general, for simplicity, and due to the relatively consistent headship rates observed over time, the headship rates in Highlands are assumed to remain constant (by age group).

Headship rates are used to derive household projections because it indicates the likelihood of a new household being formed. The household projections are arrived at by combining the population projections and the headship rates in the following way: if population projections indicated there would be an additional 100 individuals between the ages of 45 and 54, and the headship rates in 2016 suggested that 20% of individuals aged between 45 and 54 led their household, then we would project that there would be 20 households led by a primary household maintainer between the ages 45 and 54.

Headship rates are used to derive household projections because it indicates the likelihood of a new household being formed. The household projections are arrived at by combining the population projections and the headship rates in the following way: if population projections indicated there would be an additional 100 individuals between the ages of 45 and 54, and the headship rates in 2016 suggested that 20% of individuals aged between 45 and 54 led their household and owned their homes, then we would project that there would be an additional 20 couple households without children where the occupants owned their home, and the where the head of the home was between the ages 45 and 54.

Simplistic projections of the number of units by bedroom required to house these households are based on an assumed distribution of bedroom-needs by age of primary household maintainer.

4.2 Limitations

The population projections presented here are limited by the fact that they are, by necessity, based on historical patterns of growth or change. Implicitly, these population projections assume that conditions will generally remain the same.[9] Of course, this may not be the case – it may be that economic factors will influence the pattern of growth (or lack of growth), that preferences will change substantially, or even that the supply of housing will lead to changes in the factors that make up population change.

The household projections are limited inherently by their reliance on their major inputs: in so far as population projections are limited, so too are the household projections as they rely on these. Similarly, the household projections are limited by the assumption of constant headship rates over time.

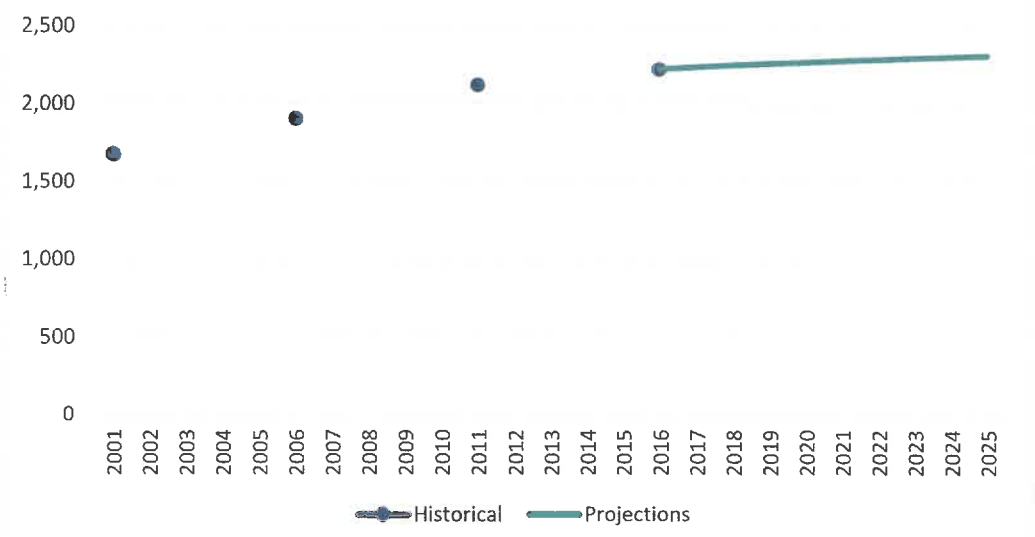
In general, the direction of the projections presents a conceptual limitation. While "population demand" (interest in moving to, or staying in Highlands) certainly will impact the formation of households and the development of housing in Highlands, in an attractive and growing region, the provision of housing may determine household and population growth. In summary, the actual provision of housing over time may invalidate the population and household projections presented within this report (i.e., whether there is surplus housing or not enough housing), as a community adapts to changing demands.

[9] Or will continue to change in the same manner as they have been changing in the past.

4.3 Population Growth

Over the next five years, the population of Highlands is projected to grow steadily.

FIGURE 30 ESTIMATED AND PROJECTED POPULATION, 2001-2025



Source: Derived from Statistics Canada Census Program

Projections suggest that Highlands grew by 162 residents between 2016 and 2020 and could grow by an additional 203 residents from 2020 to 2025.

TABLE 5 PROJECTED POPULATION AND POPULATION GROWTH, 2016-2025

	2016	2020	2025
Population	2,225	2,375	2,562
Change from prior period	N/A	162	203

Source: Derived from Statistics Canada Census Program

4.4 Age Projections

Equal population growth is projected in the 25 to 64 age and the 65 to 84 age range. There is projected to be minimal growth in the 0 to 14 and 15 to 19 age groups (Table 6).

TABLE 6 PROJECTED POPULATION CHANGE BY AGE, 2016-2025

	2016 to 2020	2020 to 2025
0 to 14 years	1	1
15 to 19 years	2	1
20 to 24 years	3	3
25 to 64 years	23	23
65 to 84 years	13	13
85 years and over	1	2
Total	43	43

Source: Derived from Statistics Canada Census Program

The median age in Highlands is expected to increase slightly from 45.6 in 2016 to 46.1 in 2025, due to the projected increase in the younger age groups (Table 7).

TABLE 7 MEDIAN AND AVERAGE AGE, 2016-2025

	2016 Actual	2020	2025
Median	45.6	45.9	46.1
Average	42.3	42.6	42.8

Source: Derived from Statistics Canada Census Program

4.5 Household Projections

Household projections anticipate an additional 20 households between 2016 and 2020, and 21 households between 2020 and 2025 (Table 8).

TABLE 8 ESTIMATED HOUSEHOLDS AND HOUSEHOLD GROWTH, 2016-2025

	2016	2020	2025
Households	830	850	871
Change from prior period	N/A	20	21

Source: Derived from Statistics Canada Census Program

4.5.1 Projected Households by Bedroom Type Needs

Table 9 shows estimates of the unit sizes required to house additional households led by different age groups. Note that these are rough estimates. The actual size of units required is dependent on a number of factors, including individual family preference and lifestyle, as well as economic means and affordability. These estimates are used to project the additional units needed by bedroom sizes.

TABLE 9 ASSUMED DISTRIBUTION OF AGE OF PRIMARY HOUSEHOLD MAINTAINER BY BEDROOM NEED

	0 Bedrooms	1 Bedroom	2 Bedroom	3+ Bedroom
15 to 24 years	25%	50%	25%	0%
25 to 64 years	0%	25%	50%	25%
65 to 84 years	20%	50%	20%	10%
85 years and over	50%	50%	0%	0%

Table 10 provide estimates of unit sizes required for 2016 to 2020 and 2020 to 2025 based on projected household growth. A large portion of needed units are larger units (2 bedrooms and 3 bedroom units). These units will likely be needed to meet the needs of the increasing number of individuals under 55 years old, while the smaller units will likely be needed by individuals who are aging.

TABLE 10 ESTIMATED ADDITIONAL HOUSEHOLD NEEDS BY BEDROOM TYPE, 2016 TO 2025

	2016-2020	2020-2025	Total
Anticipated Household Growth	20	21	41
Anticipated Housing Units	20	21	41
No Bedroom / Studio	6	1	7
1 Bedroom	1	7	8
2 Bedroom	9	9	17
3+ Bedroom	4	4	9

Source: Derived from Statistics Canada Census Program

4.6 Summary

- If past trends continue, Highlands is projected to experience more rapid population growth from 2020 to 2025 than seen in the past. Over this period, Highlands could see an increase of 203 people and 84 households.
- Most growth is expected to be driven by growth in the working age group (25 to 64 years) and in older adults (65 to 84 years). As a result, the projected median age is expected to increase from 45.6 in 2016 to 46.1 by 2025.
- There is projected to be a need for an additional 20 units from 2016 to 2020, and then an additional 21 units from 2020 to 2025. The total estimated need from 2016 to 2025 are 41 units, with a need for a bigger proportion of larger sized units (e.g. 2-bedroom and 3-bedroom units).

5.0 Community Engagement Findings

This section summarizes the findings of the stakeholder focus groups and interviews that were held through late July and August of 2020. Stakeholders across the housing system were invited to provide insight into housing needs across the region and in the west shore communities, including Colwood, Langford, Metchosin, Highlands, and the Juan de Fuca Electoral Area. Focus groups discussed community strengths, housing needs and gaps, and opportunities to address the communities' housing need. Stakeholders interviews focused on unmet needs and demands, issues and challenges when it came to addressing housing needs, and potential solutions.

Eleven interviews were completed with service providers, housing providers, and First Nation serving organizations from across the CRD. The organizations interviewed included the Community Social Planning Council, CRD Electoral Area Director, Cool Aid Society, Coalition to End Homelessness, BC Housing, Greater Victoria Housing Society, Pacifica Housing, Urban Development Institute, Aboriginal Coalition to End Homelessness Society, Victoria Native Friendship Centre, and M'akola Housing Society. Most interviewees worked across the CRD and provided insight into the housing system on a regional level.

Four focus groups were attended by stakeholders from community serving organizations, housing providers, institutional (education and employers), and development and real estate serving the CRD's west shore communities. Participants included individuals from Sooke Housing, Community Living BC, Colwood Fire, RCMP, and Langford Planning and Zoning Committee.

5.1 Regional Findings

Many interviewees and focus group participants spoke about housing challenges and opportunities that were relevant across CRD communities. This section provides a summary of cross-cutting themes and insights.

5.1.1 Housing Challenges

Housing Affordability

Housing affordability was a concern across stakeholders, with particular mention of the need for affordable housing for low-income households, including lone-parent families, youth, Indigenous peoples, renters, and seniors on fixed incomes. As housing costs increase in the core area communities of the CRD (Saanich, Victoria, Esquimalt), stakeholders are seeing individuals and families move to further communities such as the West Shore communities and Sooke for more affordable options. Family-sized housing in Victoria, Saanich, and Esquimalt are desired but are increasingly scarce and both parents need to make much more than minimum wage to afford it.

Although the demand for housing is high and there is a need for more housing supply, stakeholders noted that the downtown core of Victoria is already built out. Greater distribution of affordable housing options is needed across the region over the next five to ten years.

Homelessness

There has been an increase in individuals experiencing homelessness in recent years. While there are varying degrees of housing pressures across the CRD communities, homelessness is experienced in every community. Individuals experiencing homelessness tend to gravitate to Victoria to access support services and to Salt Spring Island as the climate is milder and where the culture is more accepting. Some individuals experiencing homelessness have been present in the region for a long time.

Options for Renters

There is a need for more housing options for renters and other low-income groups across the CRD, regardless of gender, age or ethnicity. Rental vacancy rates are low across the region without enough supply coming onto the market fast enough to meet demands. The high demand for market rental housing puts renters at a disadvantage as landlords can be selective or demanding when leasing to tenants.

The lack of rental market housing puts pressure on the low-end of market rental housing as more households seek affordable options. Stakeholders emphasized that households who do not qualify for rent-geared-to-income housing programs are left without alternative housing options and can become vulnerable to homelessness. To keep up with demand, a few stakeholders have either recently refocused their service programs or are in the process of expanding their services to new municipalities.

Indigenous Housing

There are rental housing options available for Indigenous families with children across the CRD. The gap that stakeholders see in the region is housing for Indigenous households who require housing supports after their children have moved away. There is also opportunity to provide affordable housing options for non-traditional families, such as children whose guardians are not their legal guardians.

Additional non-market housing options are needed as low-end market housing can often be out of reach for very-low income Indigenous households. There is also a need for more culturally appropriate housing for Indigenous peoples in the CRD as they are disproportionally represented in the homelessness population. Stakeholders report there is a service gap in terms of land-based healing, decolonized harm reduction framework, and more pathways for healing. Elders are particularly in need of culturally appropriate housing and activities.

Supportive Housing

The need for more **supportive housing** is seen as a significant area of investment by stakeholders. Prior to the COVID-19 pandemic, supportive housing providers across the CRD were operating at capacity. More supportive housing is needed for Indigenous peoples, seniors and women. The lack of supportive housing options pushes people to live in rental housing where they may not be receiving the supports they require (e.g. care for mental health, substance use disorders, or other health needs).

In addition to increasing the supply of supportive housing, there is also a need to increase or improve programs that serve specific groups, such as harm reduction programs, human-centered supports, permanent and flexible housing programs (e.g. Housing First approach), and Indigenous healing programs.

In terms of community and social wellness, housing for those with concurrent disorders is a key service which is currently missing in the CRD. Relative to the general population, the amount of people in the CRD who experience overlapping mental health and substance use disorders is small. However, stakeholders report that supports for individuals experiencing complex needs are important because this is where the most damaging behaviours are from the community's perspective.

Youth Housing

Housing for families is considered an important issue in the CRD, and stakeholders felt that more attention should be given to the housing gap for youth and for youth aging out of care. Youth aging out of care have a much higher risk of experiencing homelessness in their first year.

Student Housing

Student housing was identified as a service gap in the core communities of the CRD. Students represent a large proportion of the regional population influx and they are seeing a deep affordability crunch. On-campus residential development requires higher density, fewer parking requirements, and transportation options to support the successful implementation of new housing.

5.1.2 Barriers and Challenges in Developing and Operating Housing

The overall development process to build new housing can be challenging, particularly for affordable or supportive housing. In the CRD, affordable housing developers need to have the capacity to overcome barriers related to buying property or land, bridging financing, and securing funding to make the development feasible.

Although supportive and affordable housing development applications are fast-tracked in some local governments in the CRD, a few stakeholders reported that the development process can still be challenging. This is due to issues related to prescriptive zoning, not-in-my-backyard attitudes (NIMBYism) in the community, policy directions that encourage development of other types of housing, and parking regulations. In some cases where there is opposition against a proposed development project, it is felt that people become the focus rather than land-use issues.

Many housing providers in the CRD are operating at capacity. Where there is opportunity to provide more non-market units onto the market, organizational capacity becomes an issue on the operations side. It is felt that there is a limited pool of trained staff who are experienced with working alongside vulnerable populations (e.g. individuals with mental health or substance use disorders). The high housing costs in the CRD also makes it difficult for the retention of housing staff as they are more likely to take on two jobs and more prone to experience burnout. It can be an issue to collect rents from tenants who are experiencing mental health crises.

5.1.3 Opportunity Areas

Multi-sectoral Collaboration and Partnerships

It is encouraged to continue fostering collaboration in the region by convening partnerships across the actors, such as Indigenous partners, First Nations, non-profit housing providers, private developers, municipalities, BC Housing, and CMHC. Regional consultation and brainstorming sessions can result in action and new housing being built.

Local Government Leadership to Support Affordable Housing

In the CRD, affordable housing buildings can be designed with local context and local need in mind. It was felt that affordable housing across the region has historically been driven by program requirements by senior government funders such as BC Housing and that local governments can lead the way to new affordable housing initiatives, and play a bigger role in unit design and mix. In addition, participants felt that local governments have a role to increase public awareness about misconceptions about people who live in non-market housing and to be supportive of affordable housing projects.

Continued Support for Culturally Supportive Housing

There have been new initiatives aimed at providing culturally supportive housing for the most vulnerable Indigenous populations in the CRD. Stakeholders who serve Indigenous peoples are developing new frameworks and pilot projects to better meet the needs of this population (e.g. Elders support, using traditional foods, land-based healing, family reunification). Providing space for Indigenous people and organizations and trusting Indigenous ways of knowing and being can lead to new models of care.

Encourage Broader Public Engagement

There is opportunity to broaden the public engagement to engage different voices and groups during the development approvals process. While community associations are an important group to hear, it is equally important to provide space for more individuals and groups to represent the diverse housing needs in the CRD.

Other Opportunities

Stakeholders noted other opportunities to build new housing or to support groups in need:

- Explore the encouragement of mixed-income residential buildings to promote inclusive communities
- Partner with First Nations that have set aside land for revenue through housing development
- Adopt a shelter model that provides wraparound services and assessments to individuals experiencing homelessness throughout the day
- Implement a coordinated access system with a bynames list to guide individuals to services they require
- Ensure all affordable housing developments have housing agreements and consider implementing a universal housing agreement within the CRD
- Explore an organization-specific bus pass program to help tenants get to/from services
- Pilot inclusionary zoning in areas where this policy can be supported and to test and iterate ideas
- Continue to support renewal of purpose-built rentals
- Reduce parking requirements to support new affordable housing
- Informal forums are needed to help find housing for certain groups, such as the LGBTQ+ community

5.2 Findings for Highlands

Focus group participants were asked specifically about any additional housing challenges and opportunities in Highlands and the other West Shore communities (Langford, Metchosin, Colwood, Juan de Fuca). The findings are summarized in this section.

5.2.1 Housing Pressures Felt Across the Housing Continuum

Market Housing Pressures

It was heard that while the demand for housing has increased and unaffordability has deepened in the core area communities, the West Shore communities are feeling housing pressures as well. Stakeholders reported that housing costs are rising in the West Shore communities and some households (e.g. renters, younger adults) cannot afford to transition into entry-level homeownership. In addition, employers noted that it can be difficult to recruit and train staff due to the increasing housing costs being experienced in the West Shore communities.

A Need For More Non-Market Housing

Stakeholders cited that housing unaffordability pressures impact low-income households, including single person households and individuals with disabilities. Stakeholders reported seeing a growing population of low-income individuals who cannot afford housing and an increasing number of tent communities or instances of hidden homelessness (i.e. couch surfing, individuals living in vehicles etc.). Community serving

organizations reported that the clients they serve earn significantly less than the 2016 median household incomes across the West Shore communities. It was noted that some of the most underserved groups in the subregion are not captured under the Census as they are potentially not living in homes, and instead are staying in makeshift shelters such as tents.

5.2.2 Opportunity Areas Specific to West Shore Communities

Provide housing options for households looking for space

The West Shore communities are seen as attractive places for families and households who desire more space to live in. Stakeholders cited higher affordability compared to other areas of the CRD, plentiful community and recreation amenities, as well as growing housing supply to serve these households. It was noted that newer homes may often be preferred by families as they are easier to maintain and smaller lot subdivisions provide affordable housing options without having to sacrifice space.

Explore partnerships and housing innovation

Stakeholders reported that existing efforts to increase non-market housing options in the West Shore communities are on a site by site basis, which can be inefficient when more units are needed. It was heard that BC Housing, local governments, and private developers are important partners for non-profit and community organizations looking to improve housing in their communities. To support housing innovation, stakeholders expressed that bylaws and zoning regulations could be reviewed so that new and alternative housing options can be made available, such as tiny housing and cooperative housing complexes.

6.0 COVID-19 Implications

In March 2020, COVID-19 was declared a global pandemic. Local economies have been, and continue to be, significantly impacted as governments closed international borders, mandated businesses to close, and issued stay-at-home directives for everyone but essential workers.

This section provides an overview of preliminary economic impacts based on the information available during this study process, as well as perspectives on the pandemic heard from stakeholders through the engagement process. While there were immediate economic effects due to precautionary measures, the full impact of the pandemic is still emerging and will continue to need monitoring.

6.1 Preliminary Economic Impacts

The economic impact has been and continues to be greatest in industries such as tourism, accommodations, food services, recreation, transportation and retail. The effect on employment and income are significant and the repercussions of reduced incomes—and reduced savings—will be felt for months and years to come. Several key demographics are expected to face significant challenges:

- Students approaching graduation and recent graduates seeking part-time or full-time work will likely see delays in finding work compared to previous years.
- Bars, restaurants, retail, and similar service jobs are unlikely to return to 100% capacity for some time due to social distancing measures, and in BC are currently operating at 50% capacity.
- Older workers who have lost their jobs and may face difficulties re-entering the workforce.
- Those nearing retirement may be pushed into retiring earlier than planned for or see their savings impacted.
- Those who own their homes are typically in more stable financial positions than renters, particularly long-time homeowners. However, those who recently got into the market will be facing significant pressures if one or more members of their household has lost their job. As of the end of June 2020, 16% of mortgage holders in Canada have enrolled in mortgage deferrals since the pandemic started and the impact of these will likely not be felt until late 2020[10].
- Owners who rent their properties in the secondary market either long term or short term may find it more difficult to rent their units or see their revenue decrease as renters face job loss.

In the Greater Victoria Census Metropolitan Area, the impacts of COVID-19 can be felt by residents, workers, businesses, and industries. The hardest hit industries in the CRD are the tourism and accommodation sectors, as hotel occupancy fell to 21%, far below the seasonal normal and resulting in

[10] Global News. (August 2020). Mortgage deferrals will end soon for many Canadians. Then what? Retrieved from https://globalnews.ca/news/7286008/coronavirus-mortgage-deferrals-end-canada/.

decreased revenues over the summer months[11]. Decreases in tourism have downward impacts on other hospitality related industries in the region, such as restaurants, service, and retail sectors.

Unemployment rates are quite high for the Victoria Census Metropolitan Area – 10.3% in August 2020 which is far higher than the recorded unemployment rate in February of 3.4%. However, since these figures are reported by Statistics Canada on a three-month moving average, the region's unemployment rate is expected to continue to change as new data is collected from Phase 3 of BC's Restart Plan.

The real estate market, on the other hand, has seen more activity in August 2020 than in the previous year's August in terms of sales volume. In addition, the benchmark value for single-detached houses and condominiums have stayed consistent or higher than in August 2019. The Victoria Real Estate Board reports that it remains unclear how the market will react to the socio-economic impacts of the COVID-19 pandemic in the upcoming months[12].

6.2 Stakeholder Perspectives

Stakeholders who participated in the Housing Needs Report engagement process shared information on the impacts of the pandemic on the housing system that they were seeing.

Challenges:

- Renters or individuals receiving temporary financial and housing supports may struggle to find stable and permanent housing in coming months.
- Supportive housing operations have had to reduce capacity to meet social distancing requirements, further compounding many issues related to housing instability. As a result, the number of visible homeless and tent cities has increased.
- COVID-19 has highlighted the difficulties communities face without a coordinated access system for homeless groups.
- Overdose deaths in BC are far higher than COVID-related deaths, highlighting the ongoing health crisis and tainted drug supply in the province. Social isolation, poor living conditions, unemployment, and the stresses of the pandemic may be contributing to increased overdoses, among other factors.

Emerging Opportunities:

- Due to COVID-19, there may be opportunities to acquire available and below-market properties and land for affordable housing (including protecting existing purpose-built rental properties).
- BC Housing in partnership with community service agencies and local governments are taking action to address homeless camps by finding individuals housing or by sheltering people in private hotels. This may free up rental housing stock for other households in need to live in.
- Families may desire more space now that COVID-19 has shown that remote working is a possibility.

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[11] South Island Prosperity Partnership. (August 2020). Monthly economic recovery dashboard. Retrieved from https://southislandprosperity.ca/wp-content/uploads/2020/08/Economic-Recovery-Dashboard-Report-August.pdf.

[12] Victoria Real Estate Board. (September 2020). Victoria real estate market experiences an active summer. Retrieved from https://www.vreb.org/current-statistics.

- Since the start of the COVID-19 pandemic, some community serving organizations have noticed that clients have not needed as much support because they have been receiving temporary financial relief from the federal government.

7.0 Summary of Key Areas of Local Need

This section summarizes the estimated number of units by dwelling types for 2016 to 2020 and 2020 to 2025 (from Section 4). It also presents the statements of key areas of local need which are supported by the data and engagement feedback outlined in Sections 3 and 5 of the report.

7.1 Number of Units Needed by Unit Size

Table 11 presents the estimated number of housing units needed in Highlands based on population growth and the distribution of each household types by the suitable number of bedrooms. The housing unit projections are based on underlying assumptions that the population will continue to change in the same manner as it has been changing in the past. This change will be impacted by factors like availability of housing and lands available for housing in Highlands.

TABLE 11 ESTIMATED HOUSING UNITS IN HIGHLANDS, 2016 TO 2025

	2016-2020	2020-2025	Total
Anticipated Household Growth	20	21	41
Anticipated Housing Units	20	21	41
No Bedroom / Studio	6	1	7
1 Bedroom	1	7	8
2 Bedroom	9	9	17
3+ Bedroom	4	4	9

7.2 Statements of Key Areas of Local Need in the Capital Regional District

7.2.1 Affordable Housing

Housing costs are rising in Highlands and across the CRD. Stakeholders reported that the costs of living in the core area communities are impacting the ability of individuals and families to stay. Households are increasingly moving to further communities such as the West Shore communities and Sooke for more affordable options, which is placing pressure on the housing stock of these communities.

In the homeownership market, housing prices have risen dramatically in Highlands in recent years. Between 2005 and 2019, the average home sale price increased 74% from $516,250 to $899,000 for a single-detached house in Highlands. Based on the affordability threshold of housing costs being no more than 30% of gross household income, a single-detached home is out of reach for all household types making the median income in Highlands, even couples with children who tend to make higher incomes than other household types. Lone-parent families and non-census families (e.g., individuals living alone) are facing the greatest affordability gaps.

Data on the cost of renting in Highlands is not widely available as there are no purpose-built rental units in the community. It is assumed that most renters in Highlands (100 households in 2016) rely on the secondary rental market (e.g. non-purpose built rental). Renting in the Victoria Census Metropolitan Area secondary rental market costs an average of $1,641 per month.

Due to the small number of households on the BC Housing Registry waitlist for Highlands, the data is suppressed, and it is not currently known how many households are in need of non-market housing.

7.2.2 Rental Housing

There is a need for more rental housing options across the CRD. The proportion of renter households grew, from 40 households in 2006 (6%) to 100 in 2016 (12%) in Highlands. There are currently no purpose-built rental units in Highlands, indicating that all 100 renter households in 2016 are likely served by the secondary rental market for which there is little available data. Rental vacancy rates are low across the region without enough supply coming onto the market fast enough to meet demands. High demand and low vacancy contribute to increasing rental costs and can push renter households out of the community.

7.2.3 Housing for People with Disabilities

It was heard through engagement that individuals with disabilities have reduced incomes and difficulty accessing appropriate housing in the West Shore communities and across the CRD. For individuals with disabilities who are unable to work, the provincial housing supplement of $375 (for an individual) is extremely low and limits access to housing options.

7.2.4 Housing for Seniors

Highland is experiencing a slight aging trend with the median age growing from 42.6 in 2006 to 45.6 in 2016. Increasingly, communities are looking at aging in place in the community as an approach to addressing changing housing needs and an older demographic: having downsizing and supportive housing options available ensures seniors in the community are able to stay in the community for the long-term. The lack of supportive housing options in the CRD pushes people to live in housing that may not have the accessibility or health supports required.

7.2.5 Housing for Families

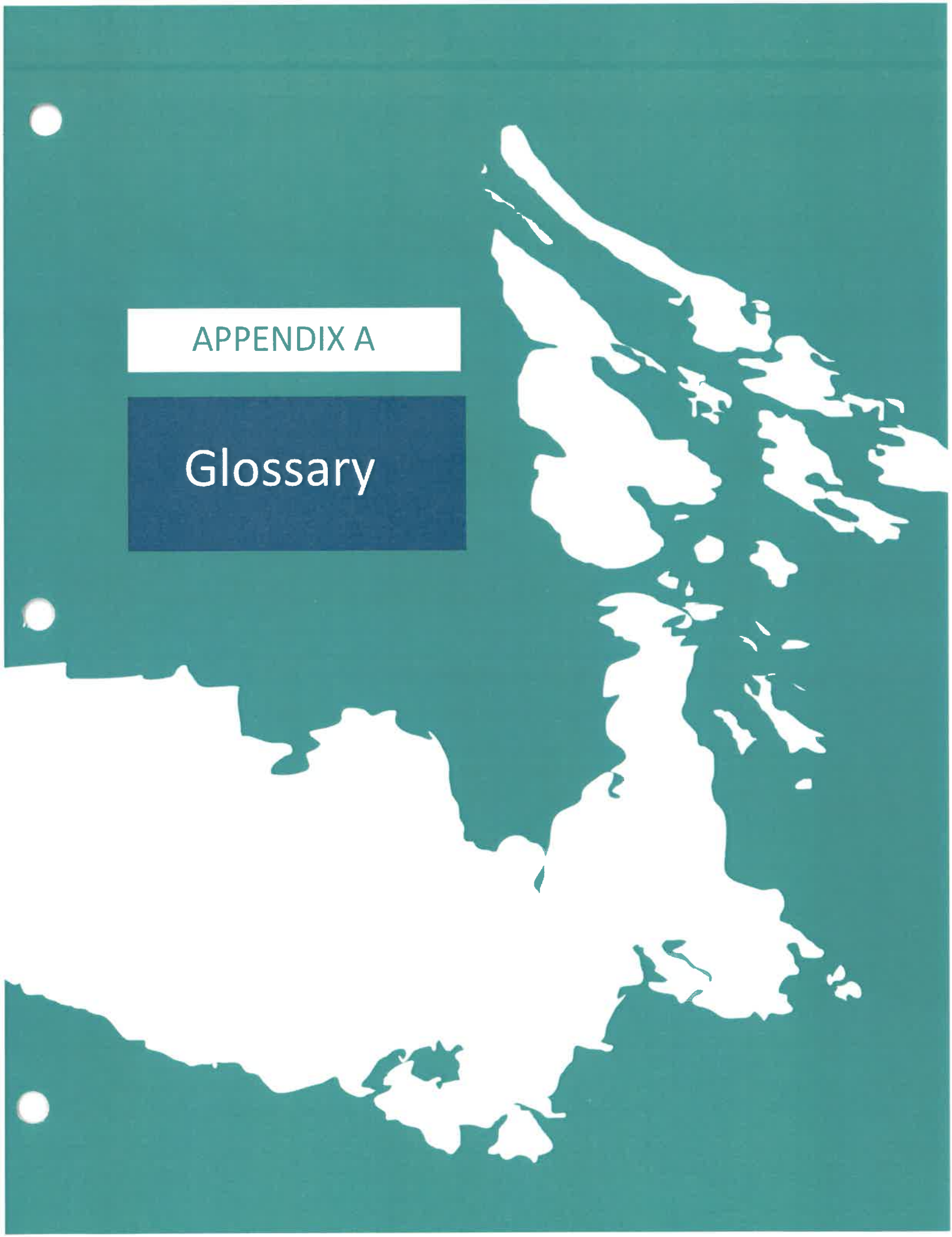
Family-sized housing in Victoria, Saanich, and Esquimalt is increasingly out of reach for families with children. West Shore communities are becoming more attractive options for families and other households requiring more space. The affordability gap analysis showed that the average cost of a single detached home ($899,000 in 2019) in Highlands would cause couples with children making the median household income to spend more than 30% of their income on shelter costs. Homeownership is far out of reach for lone-parent families (5% of all Highlands households). For those in the rental market, there is no supply of family-sized purpose-built rental available (e.g. two or more bedrooms).

7.2.6 Homelessness

There has been an increase in individuals experiencing homelessness across CRD communities in recent years. The March 11, 2020 Point-in-Time count identified a minimum of 1,523 individuals experiencing homelessness in the region. There were at least 350 individuals who were emergency sheltered and 743 who were provisionally accommodated in transitional housing.

APPENDIX A

Glossary



Glossary

Activity Limitation: "Activity limitations refer to difficulties that people have in carrying out daily activities such as hearing, seeing, communicating, or walking. Difficulties could arise from physical or mental conditions or health problems."

https://www03.cmhc-schl.gc.ca/hmip-pimh/en#TableMapChart/59/2/British%20Columbia – Core Housing Need, Activity Limitations

Adequate Housing Standard: "[Housing] not requiring any major repairs."

https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/households-menage037-eng.cfm

Affordable Housing Standard: "[Housing with] shelter costs equal to less than 30% of total before-tax household income."

https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/households-menage037-eng.cfm

Apartment in a building that has fewer than five storeys: A dwelling unit attached to other dwelling units, commercial units, or other non-residential space in a building that has fewer than five storeys.

https://www12.statcan.gc.ca/census-recensement/2016/ref/guides/001/98-500-x2016001-eng.cfm

Apartment in a building that has five or more storeys: A dwelling unit in a high-rise apartment building which has five or more storeys. Also included are apartments in a building that has five or more storeys where the first floor and/or second floor are commercial establishments.

https://www12.statcan.gc.ca/census-recensement/2016/ref/guides/001/98-500-x2016001-eng.cfm

Apartment or flat in a duplex: One of two dwellings located one above the other. If duplexes are attached to triplexes or other duplexes or to other non-residential structure (e.g. a store), assign this definition to each apartment or flat in the duplexes.

https://www12.statcan.gc.ca/census-recensement/2016/ref/guides/001/98-500-x2016001-eng.cfm

Census Family: Census families include couples with and without children, and a single parents with children living in the same dwelling. Census families are restricted to these family units and cannot include other members inside or outside the family (including a grandparent, a sibling, etc.). Grandchildren living with grandparents (and without a parent) would also count as a census family.

https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/fam004-eng.cfm

Core Housing Need: "A household is said to be in 'core housing need' if its housing falls below at least one of the adequacy, affordability or suitability standards and it would have to spend 30% or more of its total before-tax income to pay the median rent of alternative local housing that is acceptable (meets all three housing standards)." Some additional restrictions apply.

https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/households-menage037-eng.cfm

Household Income: The sum of incomes for all household members.

Household Maintainer: A person in a household who is responsible for paying the rent, mortgage, taxes, utilities, etc. Where multiple people contribute, there can be more than one maintainer.

https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/households-menage008-eng.cfm

Headship Rate: The proportion of individuals of a given age group who are primary household maintainers.

Household Type: "The differentiation of households on the basis of whether they are census family households or non-census family households."

https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/households-menage012-eng.cfm

Income: For the purposes of this report, unless otherwise indicated, income refers to "total income" which is before-tax and includes specific income sources. These specific income sources typically include employment income, income from dividends, interest, GICs, and mutual funds, income from pensions, other regular cash income, and government sources (EI, OAS, CPP, etc.). These income sources typically do not include capital gains, gifts, and inter-household transfers, etc.

https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/pop123-eng.cfm

Labour Force: The labour force includes individuals aged 15 and over who are either employed, or actively looking for work. This means that the labour force is the sum of employed and unemployed individuals. Individuals not in the labour force would include those who are retired.

https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/pop056-eng.cfm

Mobile Home: A single dwelling designed and constructed to be transported on its own chassis and capable of being moved to a new location on short notice. It may be placed temporarily on a foundation such as blocks, posts or a prepared pad and may be covered by a skirt.

A mobile home must meet the following two conditions:

- It is designed and constructed to be transported on its base frame (or chassis) in one piece.
- The dwelling can be moved on short notice. This dwelling can be easily relocated to a new location, because of the nature of its construction, by disconnecting it from services, attaching it to a standard wheel assembly and moving it without resorting to a significant renovations and reconstructions.

https://www12.statcan.gc.ca/census-recensement/2016/ref/guides/001/98-500-x2016001-eng.cfm

Multiple-Census Family Household: A household in which two or more census families (with or without additional persons) occupy the same private dwelling. Family households may also be divided based on the presence of persons not in a census family.

https://www12.statcan.gc.ca/census-recensement/2011/ref/dict/households-menage012-eng.cfm

National Occupancy Standard: Standard for the number of bedrooms required by a household based on household composition. For example, lone-parents living with their child would require two bedrooms, one for themselves and one for their child.

https://www23.statcan.gc.ca/imdb/p3Var.pl?Function=DEC&Id=100731

Non-Census-Family Households: Households which do not include a census family. "Non-Census-family households are either one person living alone or a group of two or more persons who live together but do not constitute a Census family."

https://www23.statcan.gc.ca/imdb/p3Var.pl?Function=DEC&Id=251053

Other Family or Other Census Family: When comparing households one way to distinguish between households is by "household family types." These types will include couples with children, couples without children, lone-parent families, and non-family households; they will also include "other families" which refer to households which include at least one family and additional persons. For example, "other family" could refer to a family living with one or more persons who are related to one or more of the members of the family, or a family living with one or more additional persons who are unrelated to the family members.

Other Movable Dwelling: A single dwelling, other than a mobile home, used as a place of residence, but capable of being moved on short notice, such as a tent, recreational vehicle, travel trailer, houseboat, or floating home.

Other single-attached house: A single dwelling that is attached to another building and that does not fall into any of the other categories, such as a single dwelling attached to a non-residential structure (e.g., store or church) or occasionally to another residential structure (e.g., apartment building).

https://www12.statcan.gc.ca/census-recensement/2016/ref/guides/001/98-500-x2016001-eng.cfm

Participation Rate: The participation rate is the proportion of all individuals aged 15 and over who are in the labour force.

https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/pop108-eng.cfm

Primary Household Maintainer: The first (or only) maintainer of a household listed on the census.

https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/households-menage020-eng.cfm

Seniors: Individuals aged 65 and over.

Shelter Cost: Total monthly shelter expenses paid by households that own or rent their dwelling. "Shelter costs for owner households include, where applicable, mortgage payments, property taxes and condominium fees, along with the costs of electricity, heat, water, and other municipal services. For renter households, shelter costs include, where applicable, the rent and the costs of electricity, heat, water and other municipal services."

https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/households-menage033-eng.cfm

Subsidized Housing: "'Subsidized housing' refers to whether a renter household lives in a dwelling that is subsidized. Subsidized housing includes rent geared to income, social housing, public housing, government-assisted housing, non-profit housing, rent supplements and housing allowances."

https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/dwelling-logements017-eng.cfm

Suitable Housing Standard: "[Housing that] has enough bedrooms for the size and composition of resident households."

https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/households-menage037-eng.cfm

Supportive housing: A type of housing that provides on-site supports and services to residents who cannot live independently.

https://www.bchousing.org/glossary

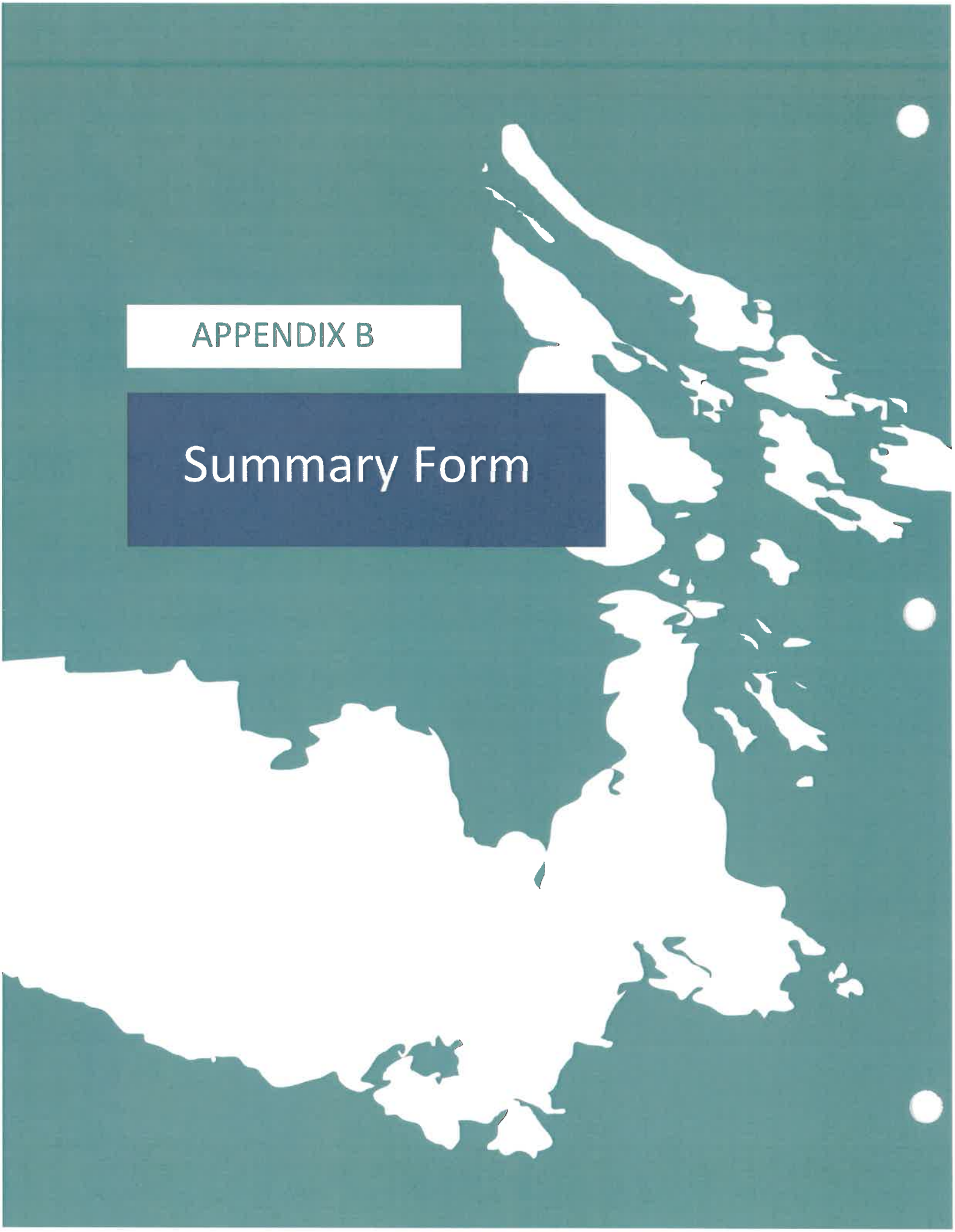
Supportive Housing for Seniors: This document defines assisted living and long term or residential care options as supportive housing for seniors.

Transitional Housing: "A type of housing for residents for between 30 days and three years. It aims to transition individuals to long-term, permanent housing."

https://www.bchousing.org/glossary

APPENDIX B

Summary Form



Provincial Summary Form

Housing Needs Reports – Summary Form

MUNICIPALITY/ELECTORAL AREA/LOCAL TRUST AREA: District of Highlands

REGIONAL DISTRICT: Capital Regional District

DATE OF REPORT COMPLETION: October 2020 **(MONTH/YYYY)**

PART 1: KEY INDICATORS & INFORMATION

Instructions: please complete the fields below with the most recent data, as available.

LOCATION	**Neighbouring municipalities and electoral areas:** City of Langford, City of View Royal, District of Saanich
	Neighbouring First Nations: T'Sou-ke, Esquimalt First Nation, Songhees First Nation

POPULATION	**Population:** 2225 (2016)	**Change since** 2006 :	16.9 %
	***Projected* population in 5 years:** 2562	**Projected change:**	8.5 %
	Number of households: 830 (2016	**Change since** 2006 :	18.0 %
	***Projected* number of households in 5 years:** 871	**Projected change:**	2.5 %
	Average household size: 2.7 (2016)		
	***Projected* average household size in 5 years:** 2.5		
	Median age (local): 45.6 (2016)	**Median age (RD):** 44.8	**Median age (BC):** 42.5
	Projected median age in 5 years: 45.0		
	Seniors 65+ (local): 14.0 %	**Seniors 65+ (RD):** 17.6 %	**Seniors 65+ (BC):** 17.0 %
	***Projected* seniors 65+ in 5 years:**		17.1 %
	Owner households: 88.0 %	**Renter households:**	12.0 %
	Renter households in subsidized housing:		0.0 %

	Median household income	Local	Regional District	BC
INCOME	**All households**	$ 103,360	$ 69,642	$ 69,979
	Renter households	$ 67,952	$ 44,363	$ 45,848
	Owner households	$ 108,415	$ 88,704	$ 84,333

ECONOMY		
	Participation rate: 73.4 %	**Unemployment rate:** 4.3 %
	Major local industries: health care and social assistance, retail trade, public administration, construction, and manufacturing.	

HOUSING		
	Median assessed housing values: $ 861,059 (average)	**Median housing sale price: $** 892,707 (average)
	Median monthly rent: $ 1,289 (secondary market)	**Rental vacancy rate:** N/A %
	Housing units - total: 830 (2016)	**Housing units – subsidized:** 5
	Annual registered new homes - total: 7	**Annual registered new homes - rental:** 0
	Households below *affordability* standards (spending 30%+ of income on shelter):	11 %
	Households below *adequacy* standards (in dwellings requiring major repairs):	3 %
	Households below *suitability* standards (in overcrowded dwellings):	4 %

Briefly summarize the following:

1. **Housing policies in local official community plans and regional growth strategies (if applicable):**

   In the District's 2019-2022 Strategic Plan, there are specific strategic priorities guided by the Official Community Plan and the Integrated Community Sustainability Plan. In this Strategic Plan, specific goals are outlined to address the limited variety of housing stock available.

2. **Any community consultation undertaken during development of the housing needs report:**

   Stakeholder focus groups and interviews were held through July and August of 2020. Eleven interviews were completed with service providers, housing providers, and First Nation serving organizations from across the CRD. Four focus groups were attended by stakeholders from community serving organizations, housing providers, institutional (education and employers), and development and real estate serving the CRD's core communities.

3. **Any consultation undertaken with persons, organizations and authorities (e.g. local governments, health authorities, and the provincial and federal governments and their agencies).**

   Interviewees included Community Social Planning Council, CRD Electoral Area Director, Cool Aid Society, Coalition to End Homelessness, BC Housing, Greater Victoria Housing Society, Pacifica Housing, and Urban Development Institute. Focus groups included the Sooke Housing, Community Living BC, Colwood Fire, RCMP, and Langford Planning and Zoning Committee.

4. **Any consultation undertaken with First Nations:**

   Several First Nation serving organizations were interviewed in the public consultation process. These organizations include the Aboriginal Coalition to End Homelessness Society, Victoria Native Friendship Centre, and M'akola Housing Society.

PART 2: KEY FINDINGS

Table 1: Estimated number of units needed, by type (# of bedrooms)

	Currently (2016)	Anticipated (5 years)
0 bedrooms (bachelor)	0	1
1 bedroom	50	7
2 bedrooms	150	9
3+ bedrooms	625	4
Total	830	21

Comments:

Table 2: Households in Core Housing Need

	2006		2011		2016	
	#	%	#	%	#	%
All households in planning area	675	100	745	100	785	100
Of which are in core housing need	40	5.9	25	3.4	35	4.5
Of which are owner households	30	4.7	20	2.8	20	2.9
Of which are renter households	10	25.0	0	0	15	15.8

Comments:

Highlands saw a slight decrease of households in Core Housing Need from 2006 to 2016, and in 2016, Highlands had a lower proportion of households in Core Housing Need compared to the CRD, BC, and Canada. In 2016, there was a higher proportion of renter households experiencing Core Housing Need than owners (15% vs 3%). But in terms of absolute numbers, more owner households are affected affected than renter (20 vs 15 households).

Table 3: Households in *Extreme* Core Housing Need

	2006		2011		2016	
	#	%	#	%	#	%
All households in planning area	675	100	745	100	785	100
Of which are in extreme core housing need	25	3.7	25	3.4	20	2.5
Of which are owner households	20	3.1	0	0.0	10	1.4
Of which are renter households	10	25.0	0	0.0	10	10.5

Comments:

Highlands has 3% of households in Extreme Core Housing Need compared to the CRD's 6% and BC's 6%.

Briefly summarize current and anticipated needs for each of the following:

1. **Affordable housing:**

   Housing costs are rising in Highlands. In the homeownership market, housing prices have risen dramatically. Between 2005 and 2019, the average home sale price increased 74% from $516,250 to $899,000 for a single-detached house. A single-detached home is out of reach for all household types making the median income in Highlands.

2. **Rental housing:**

   There is a need for more rental housing options across the CRD. In the Highlights the proportion of renter households in 2016 was 12%. There are currently no purpose built rental units in Highlands, indicating all 100 renter units are likely served by the secondary rental market,

3. **Special needs housing:**

   Stakeholders noted that individuals with disabilities have reduced incomes and difficulty accessing appropriate housing in the West Shore communities and across the CRD. For individuals with disabilities who are unable to work, the provincial housing supplement of $375 (for an individual) is extremely low and limits access to housing options.

4. **Housing for seniors:**

   Highlands is experiencing a slight ageing, and increasingly communities are looking at aging in place in the community as an approach to addressing changing housing needs and an older demographic: having downsizing and supportive housing options available ensures seniors in the community are able to stay in the community for the long-term.

5. **Housing for families:**

   West Shore communities are becoming more attractive options for families and other households requiring more space. The average cost of a single detached home ($899,000 in 2019) in Highlands would cause couples with children making the median household income to spend more than 30% of their income on shelter costs.

6. **Shelters for people experiencing homelessness and housing for people at risk of homelessness:**

   The CRD has seen an increase in individuals experiencing homelessness in recent years. The March 11, 2020 point-in-time count identified at minimum 1,523 individuals experiencing homelessness in the region. There were at least 350 individuals who were emergency sheltered and 743 who were provisionally accommodated in transitional housing.

7. **Any other population groups with specific housing needs identified in the report:**

Were there any other key issues identified through the process of developing your housing needs report?

APPENDIX D

DISTRICT OF HIGHLANDS
BYLAW NO 465

A BYLAW TO AUTHORIZE THE FINANCIAL PLAN FOR THE YEARS 2025 TO 2029

The Council of the District of Highlands, in open meeting assembled, enacts as follows:

1. CITATION

This Bylaw may be cited as "Five Year Financial Plan (2025-2029) Bylaw No. 465, 2025".

2. FINANCIAL PLAN

a) Schedule "A" attached to and forming part of this Bylaw is declared to be the Five Year Financial Plan of the District of Highlands for the five year period ending December 31, 2029.

b) Schedule "B" attached to and forming part of this Bylaw is declared to be the Statement of Objectives and Policies of the District of Highlands for the purposes of this Bylaw.

c) All payments from Municipal Revenue for the current year made prior to the passage of this Bylaw are hereby ratified and confirmed.

READ A FIRST TIME on the	22nd	day of	April,	2025
READ A SECOND TIME on the	22nd	day of	April,	2025
READ A THIRD TIME on the	22nd	day of	April,	2025
ADOPTED on the	5th	day of	May,	2025

D. Williams
Mayor

Corporate Officer

Schedule "A" to Bylaw No. 465

2025 – 2029 Financial Plan

District of Highlands	Consolidated Five Year Financial Plan				
	2025 Budget	2026 Budget	2027 Budget	2028 Budget	2029 Budget
Operating Revenues					
Taxation	2,822,800	3,081,500	3,373,000	3,550,800	3,769,600
Sales of Services	113,300	172,700	116,600	116,600	116,600
Other Revenue	492,100	487,300	487,300	487,400	487,400
Grants and Contributions	694,400	610,400	611,400	620,500	622,500
Total Operating Revenues	4,122,600	4,351,900	4,588,300	4,775,300	4,996,100
Operating Expenses					
General Government Services	1,216,500	1,254,500	1,285,000	1,312,700	1,374,800
Protective Services	757,400	652,700	691,900	705,900	729,800
Transportation Services	564,000	588,100	602,900	611,400	630,100
Planning Services	441,700	278,800	293,100	292,400	306,700
Recreation and Cultural Services	500,600	492,600	504,900	519,400	534,200
Total Operating Expenses	3,480,200	3,266,700	3,377,800	3,441,800	3,575,600
Net from Operations	642,400	1,085,200	1,210,500	1,333,500	1,420,500
Add					
Reserves Used for Operating Projects	465,400	211,400	110,000	110,000	110,000
Equity for Amortization	875,800	875,800	875,800	875,800	875,800
Reserves Used for Capital	2,572,000	770,000	680,000	1,370,000	610,000
Proceeds of Debt	-	-	-	-	-
Deduct					
Capital Expenses	2,572,000	770,000	680,000	1,370,000	610,000
Amortization Expense	875,800	875,800	875,800	875,800	875,800
Transfer to Reserves	1,064,100	1,252,900	1,320,500	1,443,500	1,530,500
Debt Servicing	43,700	43,700	-	-	-
Total Budget for the Year	-	-	-	-	-

Schedule "B" to Bylaw No. 465
Revenue, Tax and Permissive Tax Exemption Policy Disclosure

Proportion of Total Revenue:

The District will continue to pursue revenue diversification, with the objective of maintaining a reasonable tax burden by maximizing other revenue sources and balancing the tax burden with user fees and charges where feasible.

Revenue Source	Revenue Share
Property Taxes	68%
Fees and Charges	3%
Borrowing Proceeds	0%
Other Sources	29%
Total	***100%***

Distribution of Property Taxes (General Municipal, Fire and Infrastructure Replacement):

The District will continue to set tax rates to ensure tax stability by maintaining the proportionate relationship between classes and uniform annual tax increases, consistent with the previous year's approach.

The District will also maintain a relationship between the property classes that is consistent with the District's Long Term Financial Plan and Council's Strategic Priorities.

Property Class	2024 Multiple	Dollar Value
Class 1 - Residential	1.00	$2,153,200
Class 2 - Utilities	12.41	14,400
Class 5 - Light Industry	6.52	292,100
Class 6 - Business and Other	4.97	278,100
Class 7 - Private Managed Forest	4.97	3,900
Class 8 - Recreation/Non-profit	6.55	36,200
Class 9 - Farmland	3.63	700
TOTAL		***$2,778,600***

The District aims to limit general municipal taxes and fire taxes in accordance with the Consumer Price Index (CPI), along with a 2% lift in asset management taxes for the average residential property each year.

Permissive Tax Exemptions:

The District will continue to consider Permissive Tax Exemptions that support environmental preservation in the community on a case by case basis.

APPENDIX E

Rethink waste

Capital Regional District

2021 Solid Waste Management Plan

Approved by Ministry of Environment: July 2023



CRD
Making a difference...together

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Glossary

Advisory Committee	The Solid Waste Advisory Committee (see description below)
Disposal	Landfilling
Diversion	Activities that divert waste materials away from disposal as garbage to alternatives such as recycling or composting. Does not include combustion of garbage to produce energy.
Circular Economy	An economic system aimed at eliminating waste and the continual use of resources. Circular systems employ reuse, sharing, repair, refurbishment, remanufacturing and recycling to create a closed-loop system, minimizing the use of resource inputs and the creation of waste, pollution and carbon emissions
Controlled Waste	Selected waste materials that are not suitable for disposal on the active face of the landfill because of specific health and safety or environmental concerns associated with the physical or chemical properties of the waste. Items that are considered controlled waste include animal feces, sewage contaminated grit, catch basin waste and dead animals.
CRD	Capital Regional District
CR&D	Construction, renovation and demolition
EPR	Extended producer responsibility
(Waste) Generation	The sum of all materials discarded that require management as solid waste, including garbage, recycling and composting. Does not include organic waste composted at home.
ICI	Industrial, commercial and institutional (does not include heavy industry)
Ministry of Environment	BC Ministry of Environment & Climate Change Strategy
MSW	Based on BC's Environmental Management Act, municipal solid waste (MSW) is refuse that originates from residential, commercial, institutional, demolition, land clearing or construction sources, or refuse specified by a Ministry of Environment director to be included in a waste management plan
Organic Waste / Organics	Generally refers to kitchen scraps, food waste, yard and garden waste.
Plan	CRD's Solid Waste Management Plan
Producer Responsibility Organization	A "producer responsibility organization" (PRO), is usually a not-for-profit organization or an industry association, that is designated by a producer or producers to act on their behalf to administer an extended producer responsibility or product stewardship program (e.g., Encorp Pacific, Product Care Association, Recycle BC)
Recycle BC	Formerly MMBC (Multi-Material BC), the producer responsibility organization established to manage the residential packaging and paper products EPR program

Residuals / Residual Waste	Residual waste refers to discarded materials that are not diverted to reuse, recycling or composting and therefore require disposal
SWMP	Solid Waste Management Plan
Solid Waste Advisory Committee	A multi-stakeholder committee established to advise the CRD, and to provide input on matters related to solid waste management upon request by the CRD, including the development and implementation of the Solid Waste Management Plan.
Transfer Station	A site at which municipal solid waste or recyclable material is received from the general public and is sorted, compacted, consolidated or rearranged and stored for subsequent transfer off-site for further processing or final disposal.
Zero Waste	Zero waste is a philosophy and aspirational goal that envisions a point where nothing is wasted. It eliminates traditional concepts of managing waste materials and instead focuses on design for environment. It is intended as an approach to pursuing sustainability through circular economy and is aligned with the Pollution Prevention Hierarchy, seeking to move materials up the hierarchy from residual management through recovery, recycling, reuse and ultimately reduction.

1 Introduction

In British Columbia, regional districts develop solid waste management plans under the provincial Environmental Management Act that are high-level long term visions of how the regional district would like to manage its solid waste in accordance with the Pollution Prevention Hierarchy. This Plan should ideally be renewed approximately every ten years to ensure that it reflects the current needs of the regional district, as well as current market conditions, technologies and regulations.

The Capital Regional District (CRD) initiated a process to update its 1995 Solid Waste Management Plan (SWMP) to identify goals and strategies for the next ten years. The SWMP update process considered existing solid waste management policies and programs; identified and evaluated options for reduction, diversion and residual management; and addressed system financing.

This draft document represents an update of the CRD's 1995 SWMP, and once approved by the Province (along with any approval conditions), becomes a regulatory document for solid waste management in the CRD, and serves to guide solid waste management related activities and policy development. In conjunction with regulations and operational certificates that may apply, this Plan regulates the operation of sites and facilities that make up the region's waste management system.

1.1 Guiding Principles

The principles guiding the development and implementation of this Plan are a slightly modified version of those recommended in the BC Guide to Solid Waste Management Planning, and were prepared by the CRD's Solid Waste Advisory Committee in June 2018 to enhance their clarity, and were subsequently approved by the CRD Board in October 2018. The guiding principles are:

1. Promote zero waste approaches and influence others in support of a circular economy;
2. Promote the first 3Rs (Reduce, Reuse and Recycle);
3. Maximize beneficial use of waste materials and manage residuals appropriately;
4. Support polluter-pay and user-pay approaches and manage incentives to maximize positive behaviour outcomes;
5. Prevent organics, recyclables and household hazardous waste from going into the garbage wherever practical;
6. Collaborate with other jurisdictions wherever practical;
7. Develop collaborative partnerships with interested parties, both within and outside of the CRD, to achieve regional targets set in plans; and
8. Level the playing field within regions for private and public solid waste management facilities.

1.2 Plan Goals

The Province's guidelines for solid waste management planning require solid waste management plans to have goals and targets. Goals are the long-term aims to be achieved as an outcome of the plan. A goal may be achieved within the timeframe of this Plan, but a goal may also be aspirational; something for the CRD to strive for beyond the timeframe of this Plan. Targets (see section 1.3), on the other hand, are a way of measuring the plan's progress and have clear timelines.

The goals for this Plan are:

1. To surpass the provincial per capita waste disposal target and aspire to achieve a disposal rate of 125 kg/capita/year;
2. To extend the life of Hartland Landfill to the year 2100 and beyond;
3. To have informed citizens that participate effectively in proper waste management practices; and
4. To ensure that the CRD's solid waste services are financially sustainable.

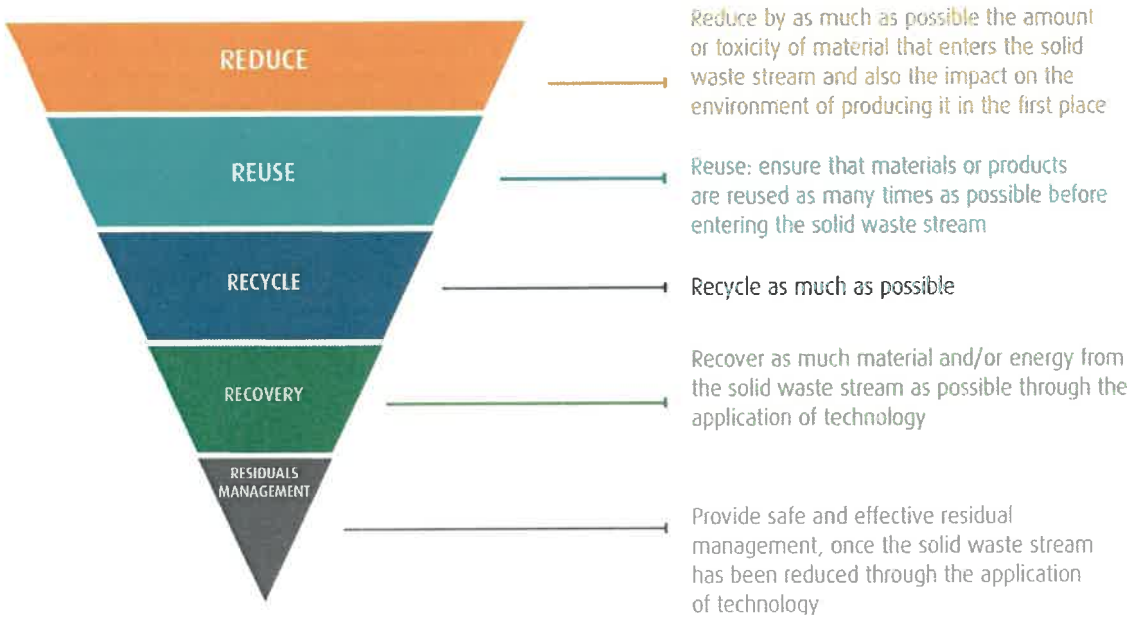
These goals were established by the Solid Waste Advisory Committee in 2018 based on a review of the Existing System Report, and a discussion of the challenges and opportunities presented by the current system. The first goal associated with reducing the amount of waste disposed was refined in 2020 based on further input from the Solid Waste Advisory Committee to include an aspirational disposal target of 125 kg per capita.

1.3 Pollution Prevention Hierarchy

This Plan adopts the 5R Pollution Prevention Hierarchy (see Figure 1-1). Strategies to address each tier in the hierarchy are laid out in Section 5. Implementation of these strategies over the Plan's 10-year timeframe is expected to contribute to the provincial disposal rate target of 350 kg per person (per capita), and result in achievement of the following regional targets. These targets are discussed further in Section 8.

1. By the end of the 3rd year of this Plan, the CRD's per capita disposal rate will be 340 kg or less.
2. By the end of the 5th year of this Plan, the CRD's per capita disposal rate will be 285 kg or less.
3. By the end of the 10th + year of this Plan, the CRD's per capita disposal rate will be 250 kg or less.

Figure 1-1: 5R Pollution Prevention Hierarchy



1.4 Climate Change and the Solid Waste Management Plan

What we consume and how we dispose of it contributes to climate change. Greenhouse gas emissions are generated from the management of waste in the region—primarily from decomposing garbage, especially organic waste like food scraps and wood, but also from transportation and management.

We can reduce our collective emissions by decreasing the amount of waste we produce, and by managing Hartland Landfill in a sustainable manner. By finding beneficial ways to use our waste materials, we can also displace other sources of greenhouse gas emissions in the region.

In 2019, the CRD Board identified Climate Action & Environmental Stewardship as a priority for the region and approved a motion to declare a climate emergency. The goals and guiding principles of this Plan build upon the 5R Pollution Prevention Hierarchy, focusing first on strategies that promote zero waste and support a circular economy to reduce the greenhouse gas emissions associated with producing materials that eventually become waste. This Plan also considers strategies to beneficially use waste as a resource and to manage the residual waste stream to minimize fugitive emissions.

Greenhouse gas emissions associated with the 5th R – residuals management, are generated from the disposal of residual waste in the region—primarily from decomposing garbage, especially organic waste like food scraps and wood, but also from transportation and management.

What we consume, the production of new products and extraction of raw materials and how we manage items at end-of-life all contribute to climate change. We can reduce our collective emissions by decreasing the amount of waste we produce, and managing Hartland Landfill in a sustainable manner. By finding beneficial ways to use our waste materials, we can also displace other sources of greenhouse gas emissions in the region.

1.4.1 Hartland Landfill's Contribution to Greenhouse Gas Emissions

When organic matter decomposes within the landfill, it produces gas which is mainly made up of carbon dioxide and methane, a very potent greenhouse gas. Landfills are typically one of the largest contributors of greenhouse gas emissions in the community. In 2020, the CRD completed a regional greenhouse gas emissions inventory based on a recognized global standard (called the GPC Basic+) to measure emissions generated locally from buildings, transportation and waste. Total regional emissions are approximately 1.7 million tonnes of carbon dioxide equivalents. Waste contributes approximately 5% of the region's greenhouse gas emissions, with Hartland Landfill accounting for the majority[1].

The CRD is actively working to improve landfill gas collection efficiency and produce renewable natural gas using captured methane from the historical waste decomposing in the landfill in addition to minimizing any fugitive emissions. Strategy 14, 'Optimize Landfill Gas Management', will support and accelerate this work.

1.5 Alignment with Other CRD Strategies and Plans

The SWMP is aligned with several other CRD strategies and plans. Figure 1-2 shows each of these strategies and plans and how they are linked with this Plan.

---

[1] Source: Capital Regional District 2018, GPC BASIC+ Community Greenhouse Gas Emissions Inventory Report (Stantec, August 2020).

1.6 Alignment with Provincial Targets

The Province has two solid waste performance targets:

1. Lower the provincial municipal solid waste (MSW) disposal rate to 350 kg per capita; and
2. 75% of BC's population covered by organic waste disposal restrictions.

The CRD supports these two provincial goals through its current solid waste management system, which prohibits the disposal of both kitchen scraps and yard waste at Hartland Landfill, and through this SWMP which presents strategies that aim to reduce the per capita disposal rate to even less than 350 kg per capita.

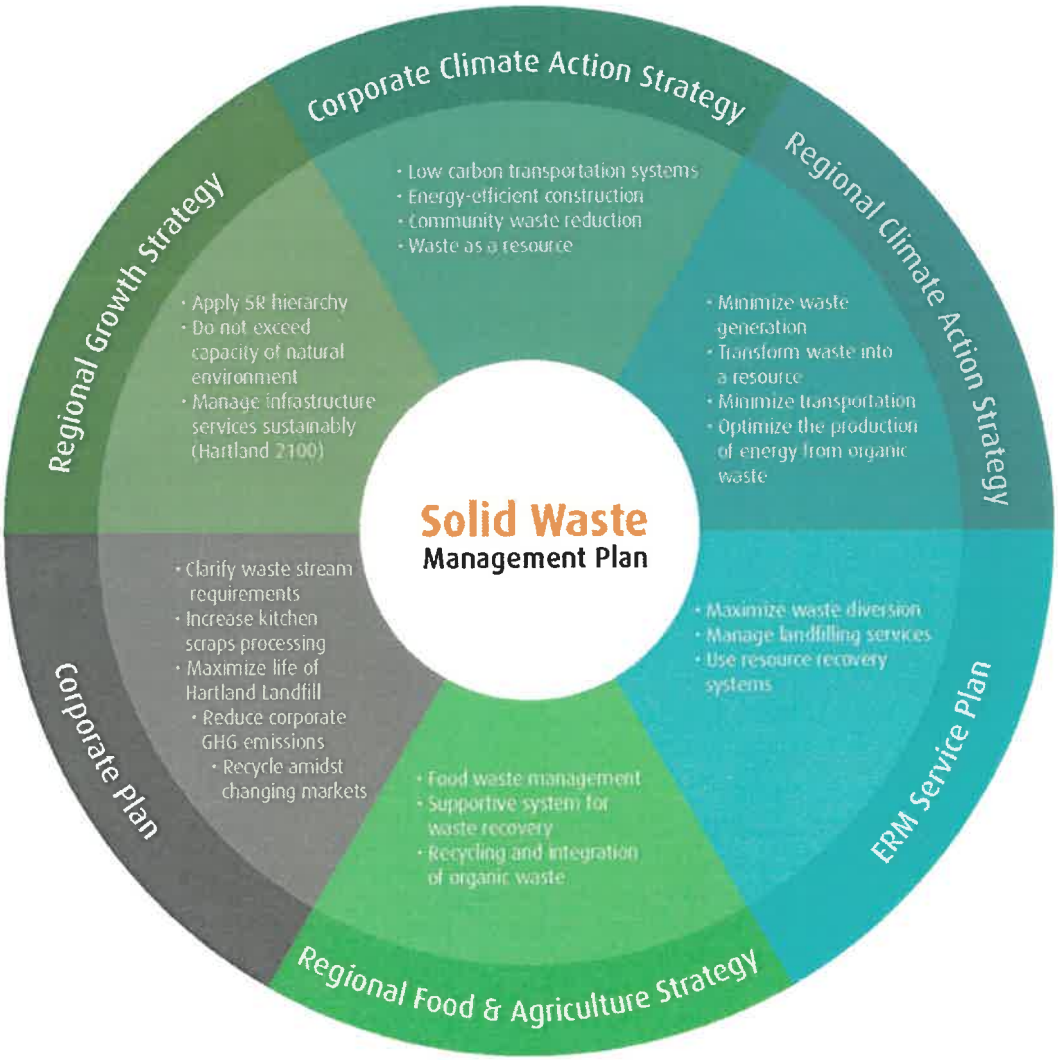


Figure 1-2 Alignment with CRD Strategies and Plans

2 Plan History and Development

The CRD's first SWMP was approved by the Province in 1989. It was updated in 1991, and again in 1995. Since 1995, eight amendments have been added to the Plan and most of the original goals have been achieved. The eight amendments are listed in Table 2-1.

Table 2-1: Plan Amendments

Amendment 1 (2005)
To allow the Capital Regional District (CRD) to regulate composting in the CRD through the adoption of a regulatory bylaw under Section 25 (3) of the *Environmental Management Act.*
Amendment 2 (2001)
To allow the Capital Regional District (CRD) to regulate transfer stations on Salt Spring Island through the adoption of a regulatory bylaw.
Amendment 3 (2004)
To modify the legal description of Hartland Landfill to include additional land that was acquired as a buffer strip.
Amendment 4 (2004)
Add a new Section 16.0 that outlines the CRD's public review process for solid waste related matters.
Amendment 5 (2004)
Establishes procedures for resolving conflicts associated with the Hartland Landfill.
Amendment 6 (2007)
Include the Highwest Waste Management Facility in the Solid Waste Management Plan and set operating requirements (replaces Section 10.1.28 in the Plan). This section includes cessation of burning at the site by the end of 2009.
Amendment 7 (2007)
Replace Section 15.1 of the Plan with "Funding for all Hartland Capital Works will be borrowed through loan authorization bylaws or cash flow generated from solid waste operations in accordance with the CRD *Solid Waste Disposal Local Services Establishment Bylaws."*
Amendment 8 (2013)
To allow the siting, construction and operation of a biosolids treatment and resource recovery facility at Hartland Landfill for treatment, processing, storage and beneficial utilization of screenings and waste sludge.

2.1 Process to Update the Plan

In March 2011, the CRD Board passed a motion to undertake a process to update the CRD's 1995 SWMP. In 2012, the CRD embarked on the process to create a new plan that would reflect the changes that have been made since 1995, including the eight plan amendments and changes to the solid waste management system, such as the significant expansion of Extended Producer Responsibility as a means of managing solid waste. Updating the Plan would also allow for consideration of future options for solid waste management in the CRD within the current context and to create an updated vision.

In 2012, a Public and Technical Advisory Committee was formed to provide input into the development of an updated plan. This committee reviewed several reports prepared by consultants, including a 2012 Existing System Report and technical memorandum outlining options for consideration in the new plan.

The planning process, however, was put on hold in 2015 to investigate integrated resource management opportunities. In November 2017, the Board approved restarting the process to update the SWMP.

The process to update the SWMP was restarted in 2018, with the preparation of an updated Existing System Report and the establishment of new multi-stakeholder committee, with a mandate of being an advisory committee to the CRD's Environmental Services Committee for the SWMP update process. This new committee is called the Solid Waste Advisory Committee, and it also serves as an advisory body on current solid waste management initiatives in the CRD referred to it by the Environmental Services Committee. This committee will also be the Plan Monitoring Advisory Committee upon completion of the SWMP update process. Terms of Reference for the Solid Waste Advisory Committee are included as Schedule A.

The members of the Solid Waste Advisory Committee represent a diversity of backgrounds, interests and geographical locations and includes technical and non-technical members.

Table 2-2: Composition of the Solid Waste Advisory Committee

Representation	Number of Members
Regional district director (member of Environmental Services Committee)	1
Municipal engineering staff who are involved in solid waste collection	2
Electoral Area representative	1
First Nations	2
Environmental organizations	1
Business groups	1
Non-profit group with an interest in solid waste (e.g., reuse organization)	1
Large waste generators (industrial, commercial, institutional)	2
Owners/operators of private waste management facilities	2
Private sector industry collection service providers	2
Composting industry representative	1
Product stewardship agency	1
Community representative (representing Prospect Lake/Hartland area)	1
Public representatives, at large	3
Willis Point community representative	1
District of Highlands representative	1
Solid Waste Technology representative	1

In October 2018, the Board approved the guiding principles, objectives and goals developed by the Solid Waste Advisory Committee for the new plan. In September 2019, the Board reviewed the Solid Waste Advisory Committee's proposed strategies, actions and targets for the updated SWMP, and directed that these be taken out for public consultation.

The first phase of public consultation took place between October 18, 2019 and December 1, 2019, and included a media launch event, public open houses, stakeholder meetings and extensive social media outreach. A dedicated web page was created where people could sign up for project updates, review background information and submit their feedback through a survey. Overall, there was a high level of support for all plan elements. Some actions—particularly those associated with ensuring Hartland Landfill is used as effectively and efficiently as possible—generated important questions from the community.

The results of the consultation and an initial draft Plan were presented to the Solid Waste Advisory Committee in the summer of 2020. As a result of consultation, and the Solid Waste Advisory Committee's input, the draft Plan was modified to improve clarity and the waste minimization goal was strengthened, however no changes were made to the draft Plan's strategies and actions.

3 Plan Area

The CRD is the regional government for 13 municipalities and three electoral areas, covering an area of 2,341 sq. km on the southern tip of Vancouver Island. A map showing the administrative boundaries of the CRD is provided in Figure 3-1.

Member municipalities include:

- District of Central Saanich
- City of Colwood
- Town of Esquimalt
- District of Highlands
- City of Langford
- District of Metchosin
- District of North Saanich
- District of Oak Bay
- District of Saanich
- Town of Sidney
- District of Sooke
- City of Victoria
- Town of View Royal

Unincorporated areas are organized into electoral areas. The three electoral areas in the CRD are:

- Salt Spring Island Electoral Area;
- Southern Gulf Islands Electoral Area, which includes Galiano Island, North Pender Island, South Pender Island, Saturna Island, Mayne Island, and smaller islands in the vicinity; and
- Juan de Fuca Electoral Area, which includes the areas of East Sooke, Jordan River, Malahat, Otter Point, Port Renfrew, Shirley, Willis Point, and inland rural areas.

First Nations communities located within the region include: Beecher Bay, Esquimalt, Malahat, Pacheedaht, Pauquachin, Penelakut, Songhees, Tsartlip, Tsawout, Tseycum and T'Sou-ke Bands. Each of these Bands has reserve lands within the boundaries of the CRD as shown in Figure 3-2.

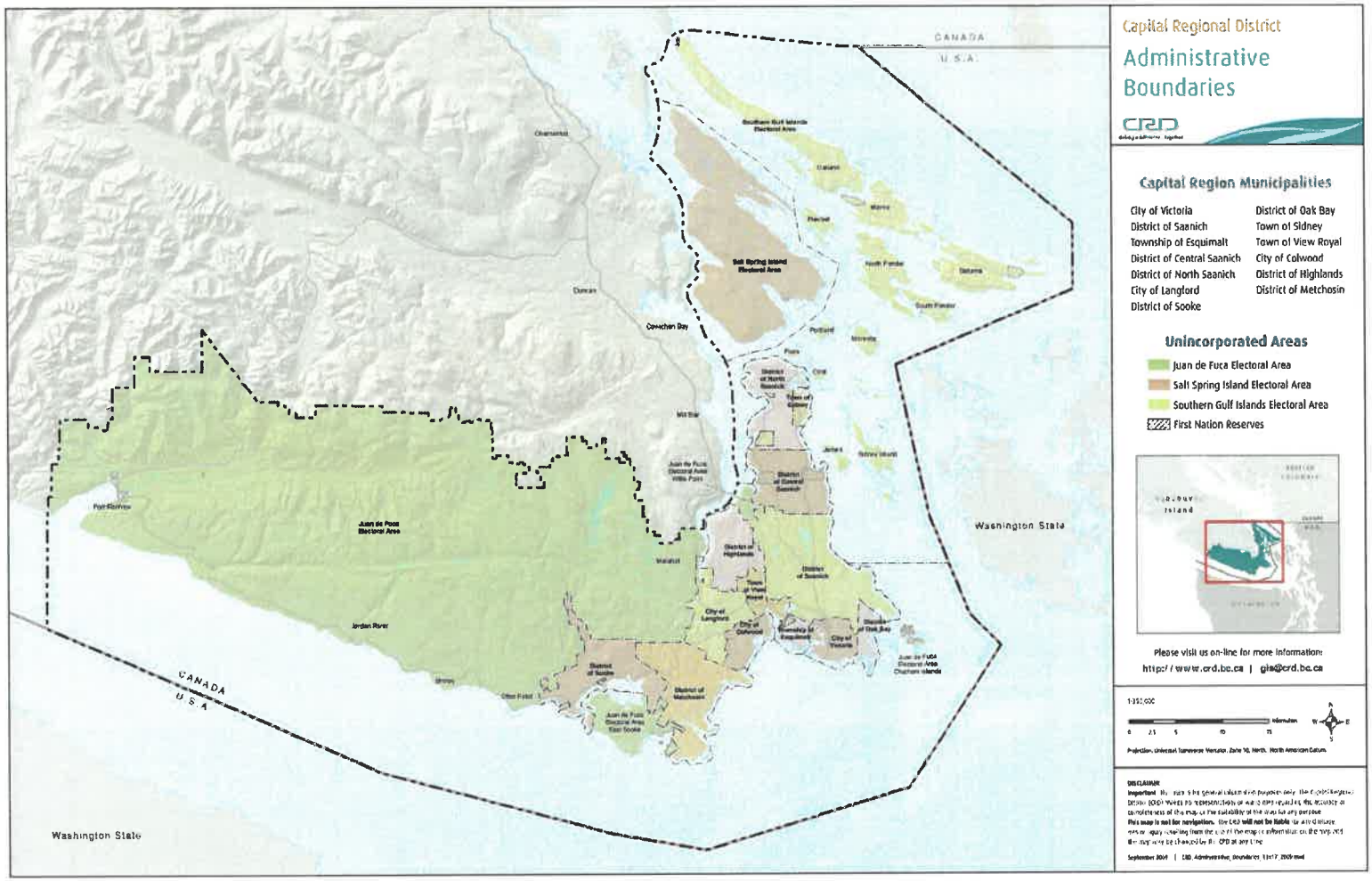


Figure 3-1: Map of Capital Regional District

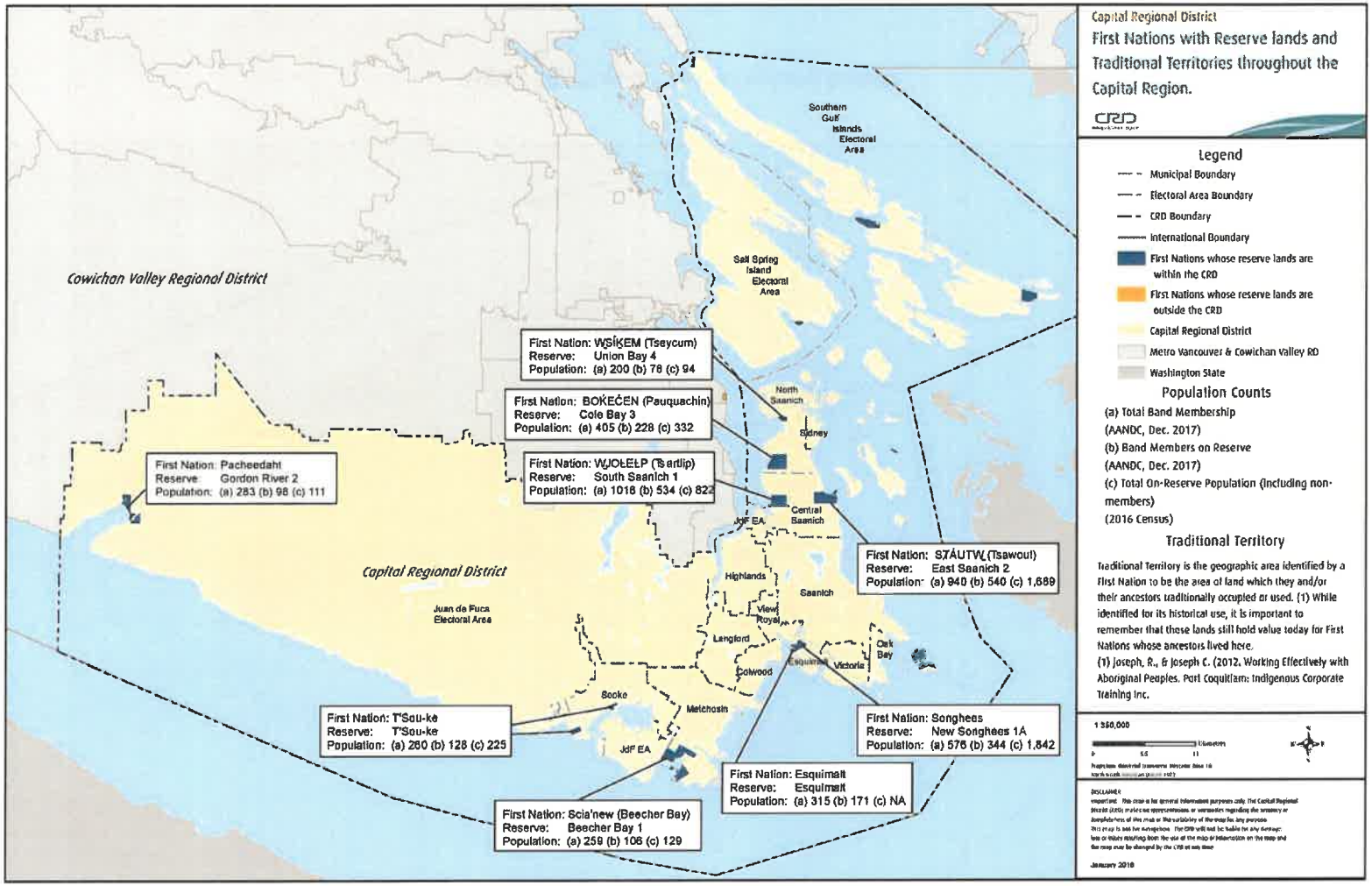


Figure 3-2: First Nations Reserves in the Region

3.1 Population

As shown in Table 3-1, the population of the CRD in 2019 was estimated at 418,414, including persons living on First Nations Reserves. Table 3-2 provides population projections to 2030, as supplied by BC Stats. Based on these estimates, the population of the region is expected to grow by 10% over the next decade

Table 3-1: Population, By Area (2019 estimate)[2]

Area	2019 Population	% of CRD total
CAPITAL REGION	**418,414**	
Central Saanich	18,089	4%
Colwood	18,867	5%
Esquimalt	18,716	5%
Highlands	2,481	1%
Langford	42,653	10%
Metchosin	5,168	1%
North Saanich	11,876	3%
Oak Bay	18,568	4%
Saanich	122,173	29%
Sidney	12,235	3%
Sooke	14,657	4%
Victoria	94,005	22%
View Royal	11,567	3%
Unincorporated Areas		
Juan De Fuca Electoral Area	5,427	1%
Salt Spring Island Electoral Area	11,247	3%
Southern Gulf Islands Electoral Area	5,072	1%
First Nation Reserves	5,613	1%

[2] CRD website: https://www.crd.bc.ca/docs/default-source/regional-planning-pdf/population/population-pdfs/2019_populationestimate.pdf?674c4fcc_2

Table 3-2: Capital Region Population Projections[3]

Year	Population Projection
2020	421,613
2021	426,029
2022	430,530
2023	435,114
2024	439,761
2025	444,330
2026	448,825
2027	453,249
2028	457,563
2029	461,765
2030	465,850

3.2 Housing

Table 3-3 provides a breakdown of the housing types in the region, based on 2016 Census data and building permits for residential structures.

Table 3-3: Housing in the Capital Region[4]

	#	%
Single Detached Houses	70,630	41.5%
Semi Detached Houses (includes flats, duplexes)	32,375	19.0%
Row Houses	10,380	6.1%
Apartments (all types)	54,775	32.2%
Mobile Homes	1,990	1.2%
Total	170,150	100%

3.3 Economic Data

The CRD has a well-diversified economy. A large public sector comprised of the provincial government offices and military installations, as well as universities and colleges are the key drivers of this area's economy.

The area also has a growing technology and health services sector, along with a vibrant tourism industry. Retirement living and residential expansion continue to shape the demographics of this community.

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[3] Source: https://www2.gov.bc.ca/gov/content/data/statistics/people-population-community/population/population-estimates

[4] Data provided by the CRD. Does not include housing on First Nation Reserves.

Based on the 2016 census, the main employment sectors in the region are health care (13% of employment), public administration (12%), retail (11%), accommodation and food services (9%), and professional, scientific and technical services (8%).[5]

4 Existing System Overview

The following is a high-level overview of the current system for solid waste management in the region. A more detailed description is provided in the report *Existing Solid Waste Management System (2018)* which can be found on the CRD's website (https://www.crd.bc.ca/docs/default-source/recycling-waste-pdf/2018existingsystemsreport.pdf).

4.1 Disposal Data and Trends

Figure 4-1 shows how per capita disposal in the capital region has changed over the past two decades, incorporating the quantities of waste disposed at Hartland Landfill and the privately owned Highwest Landfill. In 2019, the per capita disposal rate was 382 kg per capita, a reduction of 43% since 1989.

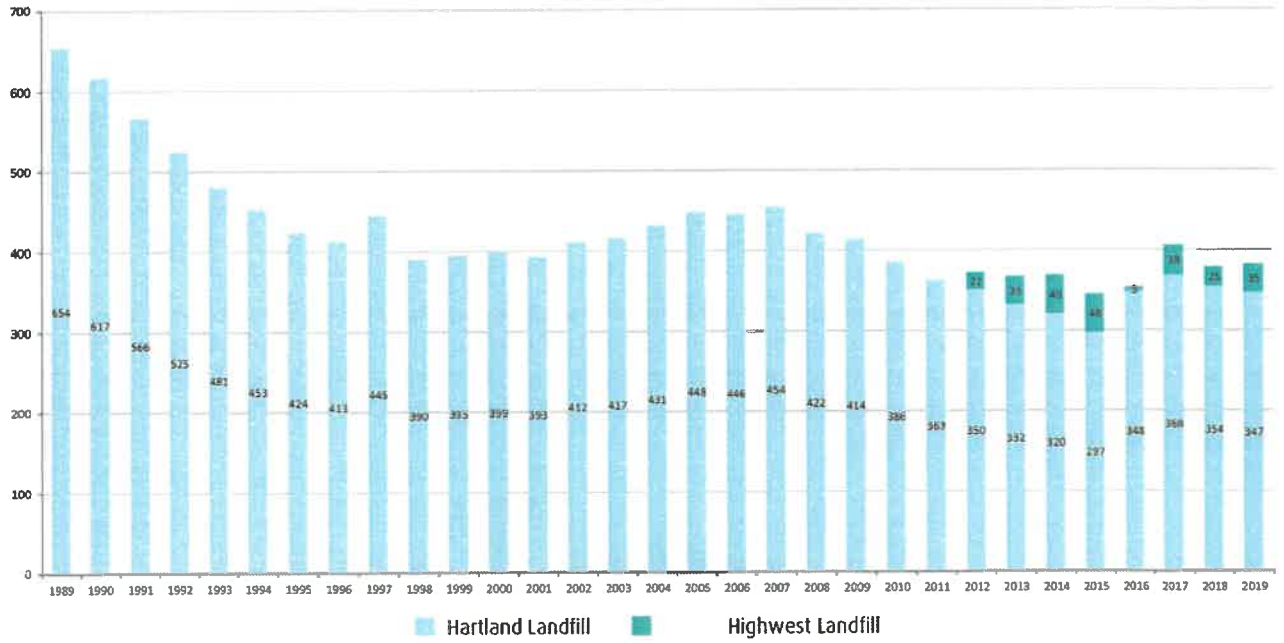


Figure 4-1: CRD Disposal (1989 – 2018)

5 Source: 2016 Census Profile Statistics Canada

Figure 4-2 shows the estimated composition, by weight, of the waste landfilled at Hartland in 2016 (the last time a waste composition study was conducted at the site). The largest component of the garbage arriving at Hartland Landfill was compostable organics (21.1%), followed by wood and wood products (17.0%), paper (15.4%), and plastic (14.3%).

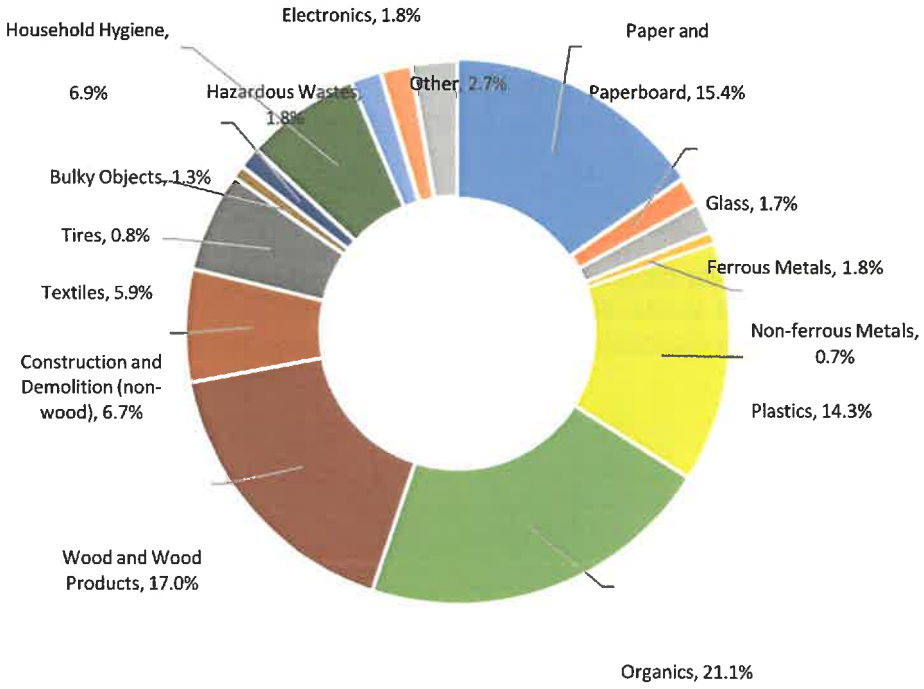


Figure 4-2: Estimated Composition of All Waste Landfilled at Hartland (By Weight), 2016

Figure 4-3 shows the proportion of waste sent to Hartland Landfill in 2019 from each sector. As shown, 41% comes from Industrial/Commercial/Institutional (ICI) activities, while 38% comes from residences (curbside residential plus multi-family).

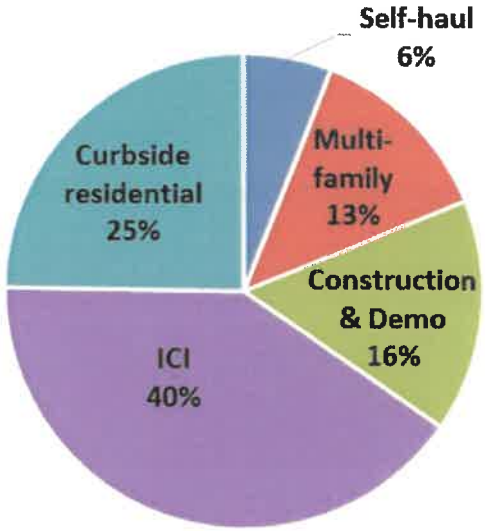


Figure 4-3: Sectors Contributing to Waste Disposed at Hartland (2019)

4.2 Existing System Description

This section provides an overview of the components that currently make up the system for managing solid waste in the region.

4.2.1 Solid Waste Management Facilities

Figure 4-4 is a map showing the location of solid waste management facilities operating in the region as of 2020; including CRD-operated sites (shown in yellow), private waste management operations such as recyclers, recycling depots and transfer stations (in red), non-profit second-hand stores (in green), municipal recycling and yard waste depots (in blue), and Gulf Island recycling depots (in purple).

The region is home to two landfills authorized by the Province of BC: Hartland and Highwest. Both landfills have Operating Certificates issued by the Ministry of Environment that define the activities permitted at these sites. The Highwest Landfill is expected to permanently close in 2021 (see next section for additional details). Additional information on these two facilities can be found in Section 4.3.1.

Future Facilities

This Plan anticipates the potential addition of an organic waste processing facility located at the Hartland site. Additional information on this potential facility can be found in Sections 5.2 and 6.

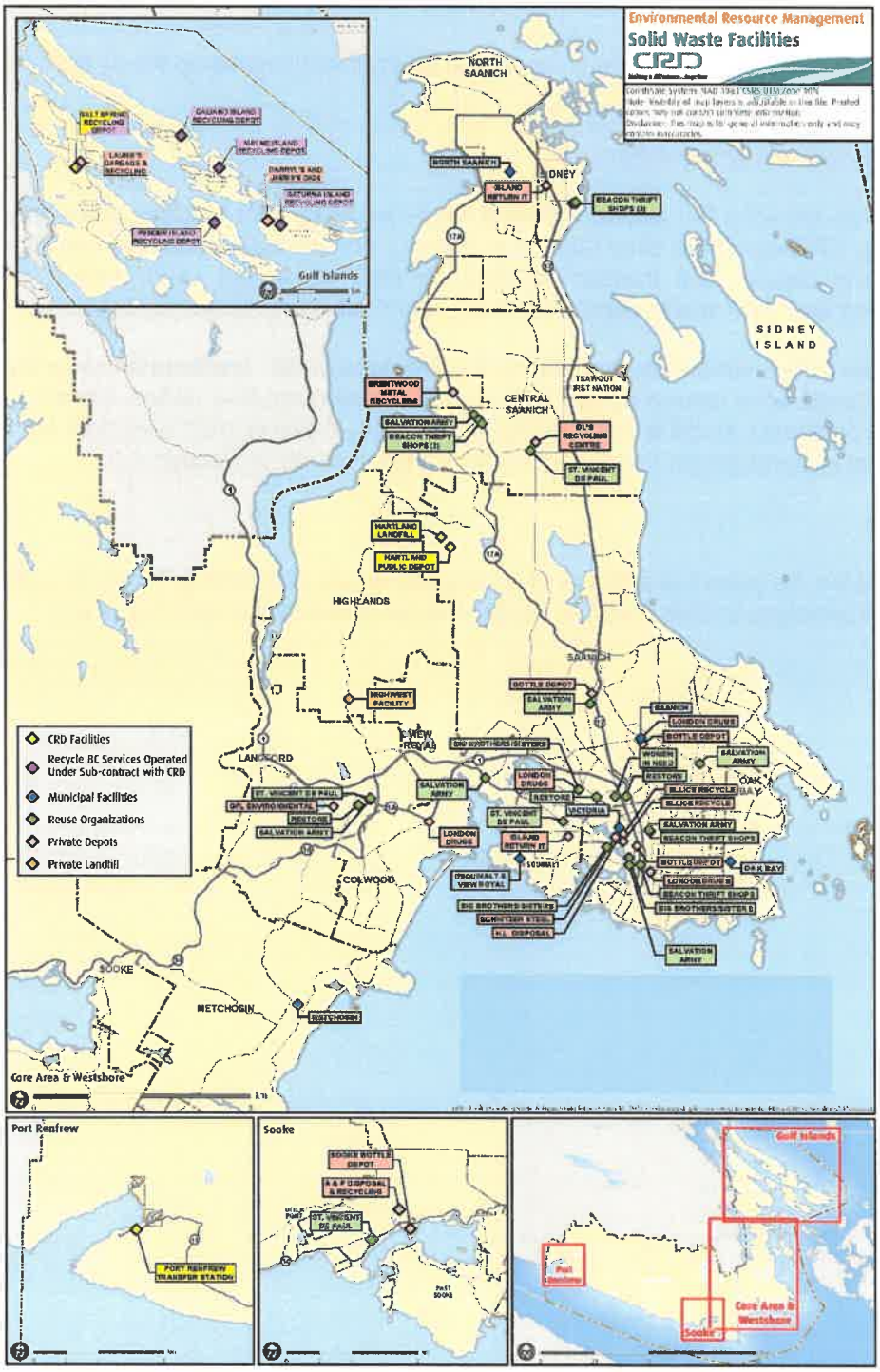


Figure 4-4: Map of Solid Waste Facilities

4.2.2 Solid Waste Disposal

4.2.2.1 Hartland Landfill

The CRD became responsible for solid waste disposal for the region in 1973 when, at the request of the CRD Board, the Province of BC established solid waste disposal as a regional function of the CRD.

In 1975, the CRD acquired the Hartland Landfill site, which had been operating as a private facility since the 1950s. The facility continued to be managed by a private operator under contract to the CRD until 1985, when the CRD assumed direct operation of the site.

Lands surplus to the needs of the landfill operation were subsequently transferred to CRD Parks for public use. This included 210 hectares in 1994, and another 40 hectares in 2003. These areas formed a large portion of the land conserved within Mount Work Regional Park. An additional 29 hectares of land adjacent to the current landfill footprint was temporarily leased to CRD Parks until 2019.

Hartland Landfill is located 14 km northwest of Victoria and is the only sanitary landfill in the capital region. The 125-hectare site is owned by the CRD and operated by a combination of CRD staff and contractors. The landfill is operated under Operational Certificate # PR12659 issued under the Environmental Management Act and follows a detailed Operating Plan based on the Operational Certificate. Figure 4-5 shows the current property boundary of Hartland Landfill. In 2013, the CRD acquired additional land to the east of the site to increase the buffer around the landfill. Additional land acquisitions to further increase the buffer are under consideration, and may be acquired during the lifespan of this SWMP. Additional buffer land acquisitions would be consolidated into a single parcel of land. The acquisition of any additional lands are to increase the buffer lands and operational flexibility at Hartland and not to expand the area for landfilling.

In 2013, the Minister of Environment approved Amendment No. 8 of the current SWMP that allows the siting of a biosolids treatment facility at Hartland. A Residuals Treatment Facility has been constructed at Hartland North.

The Hartland Landfill site is a multi-purpose facility that currently includes the following waste management functions:

- Disposal and landfill service for residential and non-residential customers;
- Disposal facility for controlled waste;
- Public drop-off depot for:
  - Recyclable materials;
  - Extended producer responsibility materials
  - Household hazardous waste materials;
  - Reusable goods;
  - Yard and garden material;
- Kitchen scraps transfer station;
- Leachate collection, treatment and disposal;
- Landfill gas collection, processing, conversion utilization and sale;
- Administration and weigh scale facilities; and
- Other solid waste disposal and diversion initiatives as approved by the CRD Board.

Over the years, the CRD has sought to ensure the conservation of landfill space. The practice of banning the disposal of specific wastes at Hartland Landfill, when viable recycling alternatives are in place, has been used by the CRD since 1991. Current landfill bans include drywall (implemented in 1991), cardboard, directories, large appliances, tires (1993), scrap metal, fill, aggregate, concrete, asphalt, rubble and clean soil (1995), paper fibres (1998), yard and garden waste (2006), EPR materials (current and future) designated under BC's Recycling Regulation (2011), and kitchen scraps (2015).

The waste diversion and disposal services and policies at Hartland will continue to evolve as needed based on available recycling markets, changes to provincial regulations like BC's Recycling Regulation, and community need.

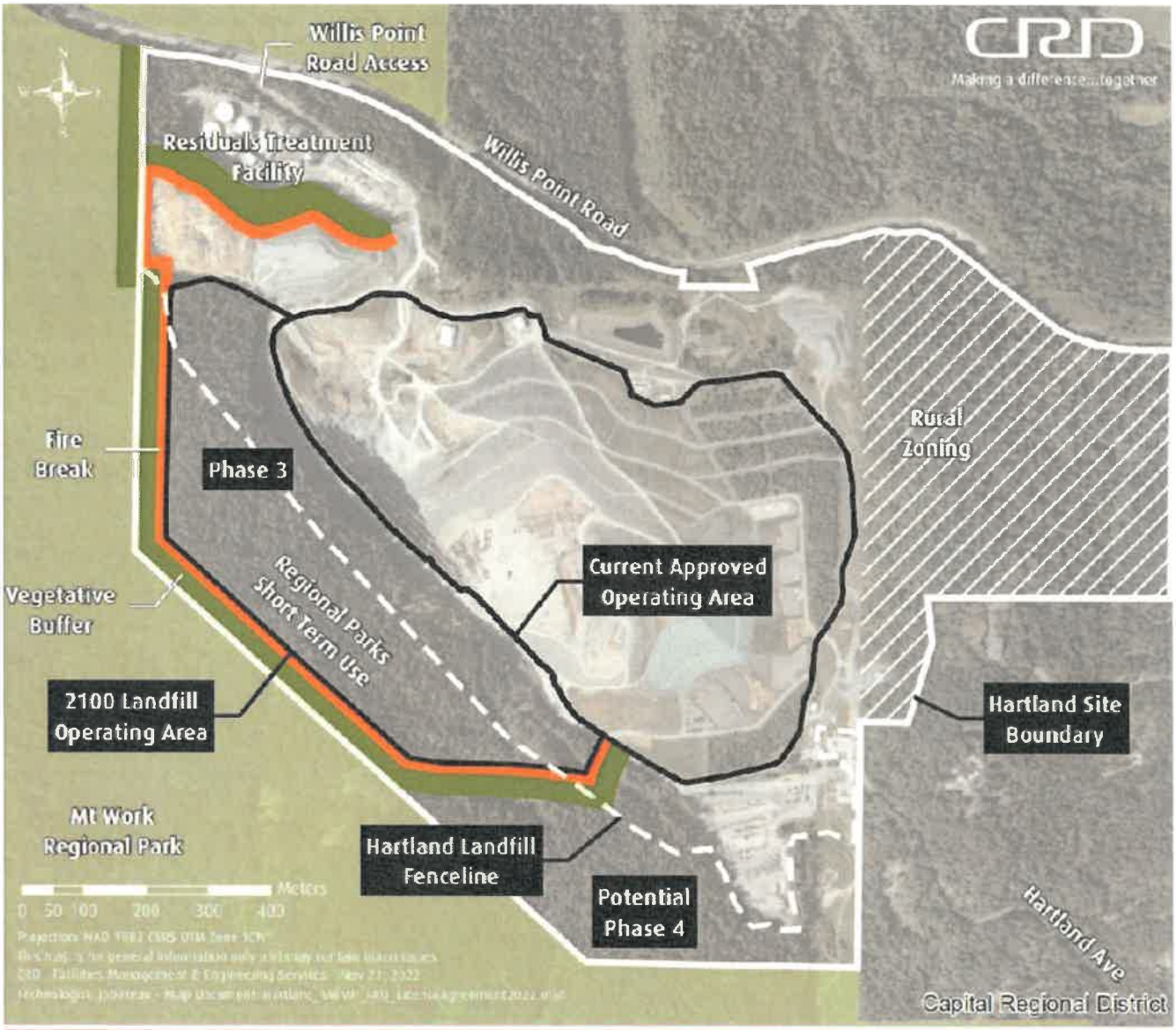


Figure 4-5: Hartland Landfill Boundaries

4.2.2.1.1 Phase 1 and Phase 2 History

Phase 1 is the original part of Hartland Landfill that was completely closed by 1998. This area was filled with approximately 4.5 million cubic metres of garbage. It is permanently covered with a specially designed durable plastic liner and soil cap.

The Final Closure design for Phase 1 was completed in 2010, which included a final cover complete with a new wetland sedimentation pond in addition to gas, leachate and road upgrades. More than 22,000 native trees and bushes have been planted over the Phase 1 area.

Phase 2 refers to the current active filling area which was officially opened on April 30, 1997. It consists of a system of liners, drains and collection pipes to provide for long-term engineered, environmentally secure waste disposal.

Phase 2 is designed to accept approximately 10.3 million cubic metres of solid waste. The most recent final closure was of the north face of Phase 2, Cell 1 in 2011. In 2016, progressive closure of the East and South Faces of Phase 2, Cell 2 was put in place and construction and initial filling of a new landfill cell (Phase 2, Cell 3) began.

4.2.2.1.2 Hartland Landfill Infrastructure

In addition to the landfill itself, the site has other infrastructure that supports its operation. This includes a staffed scale house that weighs all incoming and outgoing vehicles, and an automatic scale for account holders. Weighing of vehicles allows the CRD to track the quantity of the waste received at the facility and to charge fees based on the weight of waste deposited at the site. Material collected at the depot and transfer station for subsequent transportation off site is also tracked using the scale system.

Other infrastructure is associated with pollution control and includes leachate and landfill gas management infrastructure, which are described below.

4.2.2.1.3 Gas Management

As garbage decomposes in the landfill, landfill gas is generated. Landfill gas is primarily methane but also includes other organic compounds. Methane is a powerful greenhouse gas – 20 to 30 times more potent than carbon dioxide. To minimize greenhouse gas impacts, reduce odours associated with landfill gas and reduce risk of fires associated with the buildup of methane, active collection and management of the landfill gas is a critical part of managing Hartland Landfill.

Landfill gas has been collected at Hartland for about 20 years. Prior to 2004, the collected gas was flared off and thermally destroyed. Since 2004, the gas is used for generation of electricity and only the excess gas above the generator's capacity is flared. The generator typically produces enough energy to power 1,600 homes annually. In 2013, the CRD purchased their private sector partner's portion of the power project which gives the CRD full control over the landfill gas.

A site specific Landfill Gas Management Plan was approved in 2012, which detailed a strategy for capturing landfill gas and meeting BC Ministry of Environment collection targets. The Plan includes installation, operation and maintenance of collection infrastructure and routine reporting. This has resulted in landfill gas collection increasing by nearly 40% since 2000, and reductions in greenhouse gas emissions by approximately 50% since 2010. Collection infrastructure continues to be installed in accordance with the Landfill Gas Management Plan. Strategy 14 of this Plan seeks to optimize and maximize landfill gas collection for beneficial use.

4.2.2.1.4 Leachate Management

Water that has filtered through garbage is called leachate. To minimize the leachate generation area, impermeable covers are installed as cover on the landfill and perimeter ditches are lined to divert more clean surface water away from the landfill. The leachate generated in the landfill is collected, contained and conveyed via a micro-tunnel to two leachate storage lagoons. The leachate is tested on a once-a-month basis and managed through the sanitary sewer system.

4.2.2.1.5 Monitoring

An environmental monitoring, assessment and management program to identify potential impacts of landfill operations on groundwater, surface water and air, is in place in accordance with BC Ministry of requirements. With over 40 years of engineered controls and continuous improvement, groundwater and surface water quality at Hartland Landfill has improved. Monitoring stations include a series of test wells both on and off the landfill site.

The 2016 landfill gas collection efficiencies were within estimated ranges in the Landfill Gas Management Plan, working effectively and reducing greenhouse gas emissions from closed areas of the landfill. New gas wells installed in Phase 2 as part of the long-term gas management plan resulted in gas infrastructure improvements.

The progressive closure of the East and South Faces of Phase 2, Cell 2 that occurred in 2016 significantly reduced the total leachate generation area of the landfill.

The newly constructed Phase 2 Cell 3 area included installation of new leachate containment with gravity flow conveyance piping that discharges into the upper leachate lagoon. Groundwater quality monitoring data obtained in 2016 indicated that landfill leachate is effectively contained and controlled on site.

Leachate quality monitoring, done at the point that it is discharged to the sewer system, confirms that leachate discharged from the site is in compliance with the CRD's Sewer Use Bylaw which regulates discharges to the sanitary sewer. Surface water monitoring in 2016 indicated that nearby surface water bodies are not impacted by leachate.

4.2.2.1.6 Estimated Lifespan

Based on current estimates and assuming no major changes to the volume of waste being disposed of in the near-term, Phase 2 of Hartland Landfill is expected to reach capacity around 2045.

Provincial legislation requires the CRD to provide a safe, secure and sustainable disposal option for regional solid waste in perpetuity. With this responsibility in mind, an additional 24 hectares of landfill property adjacent to the current Phase 2 footprint could be developed (Phase 3) to extend the life of Hartland Landfill to 2100 and beyond. The Phase 3 footprint resides entirely within the current Hartland operating area boundary.

Some of this undeveloped landfill property was temporarily leased to CRD Parks until 2019, and is currently used for recreation by visitors to the adjacent Mount Work Regional Park, including hikers and mountain bikers. When regional demand requires the landfill to develop further, the recreational users of this portion of landfill property will be impacted by the loss of these temporary trails (see section 4.2.2.1.7 for details). This area comprises approximately 18 hectares.

The vision for Hartland 2100 is to keep the landfill's footprint as small as possible. This property will need to be developed for future landfilling starting in approximately 2030, unless significantly more waste is diverted, or a new technology for managing waste becomes available and economically feasible for the

CRD. With this planning horizon in mind, development of a Hartland 2100 design concept has been included in this Solid Waste Management Plan in Section 5.3, but its implementation will be phased in over the next 10 years in alignment with evolving regional demand and the landfill's Operational Certificate requirements. CRD staff will review and report out on regional demand as it relates to Hartland Landfill capacity as part of its annual progress report on this Solid Waste Management Plan.

Future development of landfill property, including the removal of second-growth trees, would be offset by the reforestation program already in place for all closed areas of the landfill, including 20 acres of reforested land now that will have grown to 50 acres by 2040. The Hartland 2100 design concept will also include a progressive reforestation plan that will reduce the greenhouse gas emissions generated by the landfill through carbon sequestration.

4.2.2.1.7 Community Benefits and Engagement

Based on current population growth and waste trends, the CRD anticipates needing to permanently close the existing biking trails on undeveloped Hartland Landfill property before the landfill reaches capacity in 2045. As CRD staff review and report out on regional demand as it relates to Hartland Landfill capacity and work towards phasing-in implementation of the Hartland 2100 design concept, staff will collaborate with the mountain biking community on alternative options.

There are also residents who live near Hartland Landfill, share the use of transportation routes in the area with landfill-bound traffic and feel impacted by the landfill's location. The CRD endeavours to operate and develop the landfill in a manner that recognizes the interests of the community (recreational and residential), while continuing to provide an essential regional service. The CRD has engaged and will continue to engage with these communities to ensure that their perspectives continue to be understood and that the ongoing development the Hartland site is done with these interests in mind.

4.2.2.2 Highwest Landfill

In addition to the Hartland Landfill, there is the privately owned and operated Highwest Landfill located at 1943 Millstream Road in the District of Highlands. This landfill receives construction and demolition waste and non-hazardous/non-putrescible ICI waste for disposal. This facility is expected to permanently close in 2021 once it reaches capacity. Highwest operates under an Operational Certificate #100193 issued by the Province of BC.

4.2.3 Transfer Stations

The CRD owns and operates a transfer station in Port Renfrew where garbage is received from local residents and transferred to Hartland Landfill. Source separated recyclables and kitchen scraps are also accepted at the site for recycling.

Additionally, there are several private transfer stations in operation in the CRD. Many of these sites offer recycling services as well.

Transfer stations on Salt Spring Island are subject to *Capital Regional District Bylaw 2810, a Bylaw to Regulate the Operation of Transfer Stations on Salt Spring Island* which requires all transfer stations to hold a license. This bylaw was put in place to ensure that all transfer stations on Salt Spring Island are operated at a standard that ensures the protection of environmental and community health.

4.2.4 Solid Waste Collection

Collection of residential and commercial garbage and kitchen scraps is conducted by the private sector, with the exception of single-family dwelling collection service offered by six of the region's municipalities.

The private sector also collects recycling from multi-family buildings, commercial buildings and institutions, and garbage and recycling from construction / demolition sites.

The CRD provides region-wide residential recycling service through a combination of single-family dwelling curbside collection and depot collection programs under contract to Recycle BC.

4.2.5 Streetscape Waste Management

Litter and recycling collection in public spaces such as urban streetscapes is a municipal service, as well as a responsibility of Recycle BC. Streetscape recycling is part of the Recycle BC's EPR program for packaging and printed paper. Encorp also provides streetscape recycling containers for beverage containers.

4.2.6 Reduce and Reuse

There are a broad range of rental and repair services throughout the region plus many opportunities for reuse of goods through private and non-profit retailers, online platforms (e.g., Used Victoria, Kijiji) and informal activities (e.g., garage sales, rummage sales). The CRD supports reuse through two main mechanisms:

- **Diversion Funding for Non-Profit Organizations**: Since 1992, the CRD has provided funding to non-profit organizations involved in recycling clothing and used household goods. The funding assists with their garbage disposal costs at Hartland, in recognition that some donated used goods are unusable and destined for the landfill. Ten organizations participated in the program in 2019.

- **Hartland Reusable Materials Program**: The CRD partners with five organizations for the management of donated items received in the Hartland depot. Goods such as textiles, household items, some building materials and bicycles are redistributed through a variety of networks operated by these non-profit associations.

4.2.7 Communications, Outreach and Education Programs

Environmental education is of paramount importance to the CRD's waste reduction strategies. The CRD provides a number of communications, education and outreach programs to support the 5R hierarchy and promote resident awareness and participation in waste reduction and disposal services, including:

- **School Outreach Programs:** Curriculum-linked educational workshops and tours for students from Kindergarten to Grade 12.

- **Hartland Learning Centre**: Located at Hartland Landfill, this recycled building is the venue for school and community workshops, as well as the starting point for tours. Tours are provided to school groups, community groups, members of the public and technical groups.

- **Community Outreach and Events:** Displays are set up at fairs, festivals, community gatherings and other community events or locations. The displays often focus on ways to reduce and divert waste,

proper sorting techniques for recyclable materials or more specific topics such as how to prepare demolition waste and dispose of asbestos.

- **MyRecyclopedia.ca:** A comprehensive online listing of items including local recycling listings and tips on how to reduce and reuse.

- **Infoline**: This dedicated phone line and email address allows the CRD to respond to inquiries about waste reduction, waste management, recycling and Hartland Landfill.

- **Ready, Set, Sort!:** An online waste sorting game where residents can test their knowledge about local recycling opportunities.

- **CRD website**: The CRD's website has a range of information associated with the 5Rs and CRD's solid waste services.

- **Compost Education Centre:** Through a contract with the CRD, the centre offers organic waste diversion presentations, workshops, and educational demonstrations at on-site gardens and throughout the community.

- **Public Education Campaigns:** The CRD develops and implements a number of seasonal, multi-media public education campaigns to promote and provide information on a range of waste management subjects. In 2019, those subjects included:

    - end markets for recyclable materials
    - household hazardous waste
    - safe renovation waste disposal
    - avoidable food waste reduction
    - illegal dumping prevention
    - holiday season waste reduction
    - abandoned boat reporting and prevention

In addition to the above activities undertaken by the CRD, municipalities with waste management services, waste management companies, EPR organizations and many environment-oriented non-profit organizations provide their own communication and education services.

4.2.8 Recycling Depots

There are public and privately operated depots located throughout the region accepting recyclables of many types, kitchen scraps, yard waste, EPR products, and household hazardous waste. Some of these depots also receive garbage.

The public drop-off depot at Hartland receives garbage, reusable goods, recyclables and household hazardous waste. This area is intended for residential quantities and limits vehicle size to 5,500 kg gross vehicle weight.

Residents on Salt Spring Island and the Southern Gulf Islands are provided recycling services through drop-off programs set up at depots in their communities. The CRD, under agreement with Recycle BC, partners with local on-island non-profit associations for recycling services for residential packaging and paper products at these depots. In addition to receiving packaging and paper products, most depots offer additional services such as scrap metal, electronics recycling and other recycling.

4.2.9 Extended Producer Responsibility

British Columbia's industry-led product stewardship programs require producers of designated products to take extended producer responsibility for the life-cycle management of their products, including collection and recycling.

The BC Recycling Regulation, under authority of the Environmental Management Act, sets out the requirements for product stewardship in BC. The region is served by all of BC's EPR programs through a broad range of take-back programs and service providers, including depots and retailers. The CRD participates directly in EPR by acting as a collector for the following EPR programs at Hartland depot:

- Beverage Containers
- Electronics, Electrical Products, Batteries, Smoke Detectors and Lighting Products
- Lead-Acid Batteries
- Paints, Solvents, Flammable Liquids, Gasoline and Pesticides
- Residential Packaging and Paper Products
- Tires
- Used Lubricating Oil, Filters and Containers and Antifreeze

4.2.10 Household Hazardous Waste Management

Most household hazardous waste (HHW) in the CRD is collected through EPR programs, including those provided at the Hartland depot.

Since not all HHW is currently covered by EPR programs, the CRD accepts both EPR and non-EPR household hazardous waste materials at the Hartland depot. This program will remain available as long as there is a need for the service.

The CRD will continue to encourage the province to expand the list of household hazardous waste products covered by EPR so that the cost of managing all household hazardous waste is ultimately borne by the producers and consumers of these products.

4.2.11 Organics Management

Regional Kitchen Scraps Strategy

In January 2015, a landfill ban on kitchen scraps was implemented, saving a valuable resource, conserving landfill space and reducing greenhouse gas emissions from Hartland Landfill. Collected kitchen scraps are currently processed at composting facilities in outside of the capital region.

Compost Facilities Bylaw

The CRD Board adopted the regional composting bylaw in December 2005. The bylaw regulates the operation of composting facilities in the region to protect public health and the environment. In 2019, there were no facilities licensed under the bylaw in the region.

Yard and Garden Material Landfill Restriction

In 2006, a yard and garden material landfill ban came into effect. A number of private facilities in the area accept the region's yard and garden material.

In 2019, 1,142 tonnes of source-separated yard and garden material was received at Hartland where it was ground and beneficially used on-site. The landfill ban excludes invasive, infectious and noxious plants

which are received at Hartland as garbage or controlled waste at a discounted tipping fee in an effort to reduce their proliferation.

4.2.12 Illegal Dumping Mitigation

The CRD's aims to mitigate illegal dumping through the following on-going measures:

- Communication campaigns that target specific illegal dumping behaviours;
- Funding to non-profit associations to conduct clean-up events in public places;
- Funding for the removal of abandoned boats and marine debris;
- Support of non-profit organizations involved in recycling clothing and used household goods;
- Funding towards the disposal and recycling of unusable materials received as donations;
- Provision of safe disposal of abandoned hazardous materials; and
- A web page on illegal dumping on the CRD website that provides information on how to reduce illegal dumping and abandonment.

4.2.13 Participants in the Solid Waste Management System

There are many participants in the solid waste management system, as described in Table 4-1.

Table 4-1: Participants in the Solid Waste Management System

Who	Roles in Solid Waste Management
BC Ministry of Environment	• Regulates municipal solid waste management through the Environmental Management Act • Establishes provincial targets for management of solid waste in BC • Approves regional solid waste management plans • Authorizes discharges to the environment through permits and operational certificates • Enforces provincial regulations and the conditions set out in discharge permits and operational certificates • Mandates EPR in BC through the Recycling Regulation
Capital Regional District	• Operates the Hartland Landfill site and the Port Renfrew transfer station • Provides residential recycling services through a combination of curbside and depot collection (through a contract with Recycle BC) • Prepares the regional solid waste management plan (SWMP) • Works with municipalities and First Nations to implement the SWMP • Regulates the operation of composting facilities through the Compost Facility Bylaw • Regulates the operation of transfer stations on Salt Spring Island through the Salt Spring Island Transfer Station Bylaw • Reports annual municipal solid waste disposal rate to ministry • Provides education and outreach • Monitors the implementation of the SWMP through the Solid Waste Advisory Committee
Municipalities	• May provide various curbside collection or drop-off services to residents • Litter collection, streetscape sanitation and waste collection services for public spaces • Provides education and outreach associated with local solid waste services • Municipal waste management planning, which may include zero waste planning • Liaises with the regional district with regards to solid waste services and issues • Participates in the development and implementation of the SWMP • May undertake local zero waste initiatives • Provides land use zoning approval for a variety of solid waste and recycling facilities in their municipality

Who	Roles in Solid Waste Management
First Nations	• May provide curbside collection of garbage and kitchen scraps to residents • Provides education and outreach associated with the local solid waste services • Liaises with the regional district on items of mutual interest • May participate in the development and implementation of the SWMP
Producer Responsibility Organizations	• Provides collection services for stewarded products • Provides education/promotion to increase product recovery • Provides deposit refunds to consumers (where applicable) • Monitors and reports on diversion/recovery rates to the Province • Participates in the development and implementation of the SWMP
Private sector involved in waste management (e.g., haulers, facility operators)	• Provides garbage and recycling collection services to municipalities, businesses, residents, institutions, and construction/ demolition projects • May operate private facilities such as bottle depots, recycling depots, transfer stations and composting facilities • May be regulated by Provincial government • Liaises with waste generators (customers) to minimize contamination of waste streams • Complies with CRD requirements for source separation of controlled waste • Participates in the development and implementation of the SWMP
Waste generators (residents and businesses)	• Participates in municipal and regional solid waste management programs and services • Is informed regarding source separation requirements, disposal restrictions and options to minimize waste sent to disposal
Non-profit organizations	• Provide recycling depot services on Salt Spring and the Southern Gulf Islands • Receive reusable goods for sale in thrift stores and distribution in social support programs

4.2.14 Bylaws

The CRD has the following bylaws in place for the purposes of managing solid waste:

Bylaw 1903, Solid Waste Disposal Local Service Establishment Bylaw No. 1, 1991 establishes a local service to allow the CRD to acquire, construct, establish, maintain, operate and regulate:

a. transfer depots and facilities for receiving collected waste for packing, processing, loading and transporting the waste to disposal grounds;
b. facilities for collecting, processing, storing, marketing and disposing of recyclable waste;
c. facilities for composting waste;
d. facilities for collection, storage and disposal of hazardous, biomedical or special waste;
e. facilities for carrying out resource recovery from waste; and
f. waste disposal grounds and facilities.

The above bylaw has been amended twice since 1991:

- **Bylaw 2564 To Amend Bylaw No. 1903 "Solid Waste Disposal Local Service Establishment Bylaw No. 1, 1991"** to establish the service of the regulation, storage and management of municipal solid waste and recyclable material, including the regulation of facilities and commercial vehicles used in relation to these matters
- **Bylaw 3900 To Amend Bylaw 1903 "Solid Waste Disposal Local Service Establishment Bylaw No. 1, 1991"** to include facilities for carrying out resource recovery from recyclable material, and the generation of energy from landfill gas.

Bylaw 3881, The Hartland Landfill Tipping Fee and Regulation Bylaw lists items that are banned from disposal at Hartland Landfill and established tipping fees for garbage and recyclables.

Bylaw 2810, a Bylaw to Regulate the Operation of Transfer Stations on Salt Spring Island requires all transfer stations on Salt Spring Island to hold a license. This bylaw was put in place to ensure that all transfer stations on the island are operated at a level that ensures the protection of environmental and community health.

Bylaw 2736, a Bylaw to Regulate the Operation of Composting Facilities ensures that composting operations do not contaminate ground or surface water, or generate unacceptable levels of nuisance odour, vectors, litter or dust, and to protect the public from composting operations which violate the requirements of the bylaw. The CRD bylaw supplements existing provincial regulations under the Organic Matter Recycling Regulation.

The bylaw sets out four classes of licenses, as follows:

- Class 1: composting general organic matter on an impermeable surface or in-vessel (this type of facility is exempt from licensing unless the facility generates leachate or creates nuisance odours, vectors, litter or dust).
- Class 2: composting biosolids with general organic matter on an impermeable surface or in-vessel.
- Class 3: composting restricted organic matter.
- Provisional: operations not using proven technology to compost restricted organic matter.

Bylaw 2290, a Bylaw for the purpose of establishing regulations for the use of recycling containers and the collection of recyclable material within the Capital Regional District.

In addition to the above, municipalities may have bylaw provisions associated with the waste management services they provide, in addition to littering, open burning, zero waste and the location of waste management facilities.

5 Strategies and Actions

This section outlines the strategies to be implemented to achieve the Plan's goals and the specific actions to be undertaken as part of each strategy. Figure 5-1 provides a graphical summary of the four goals of this Plan and the associated strategies.

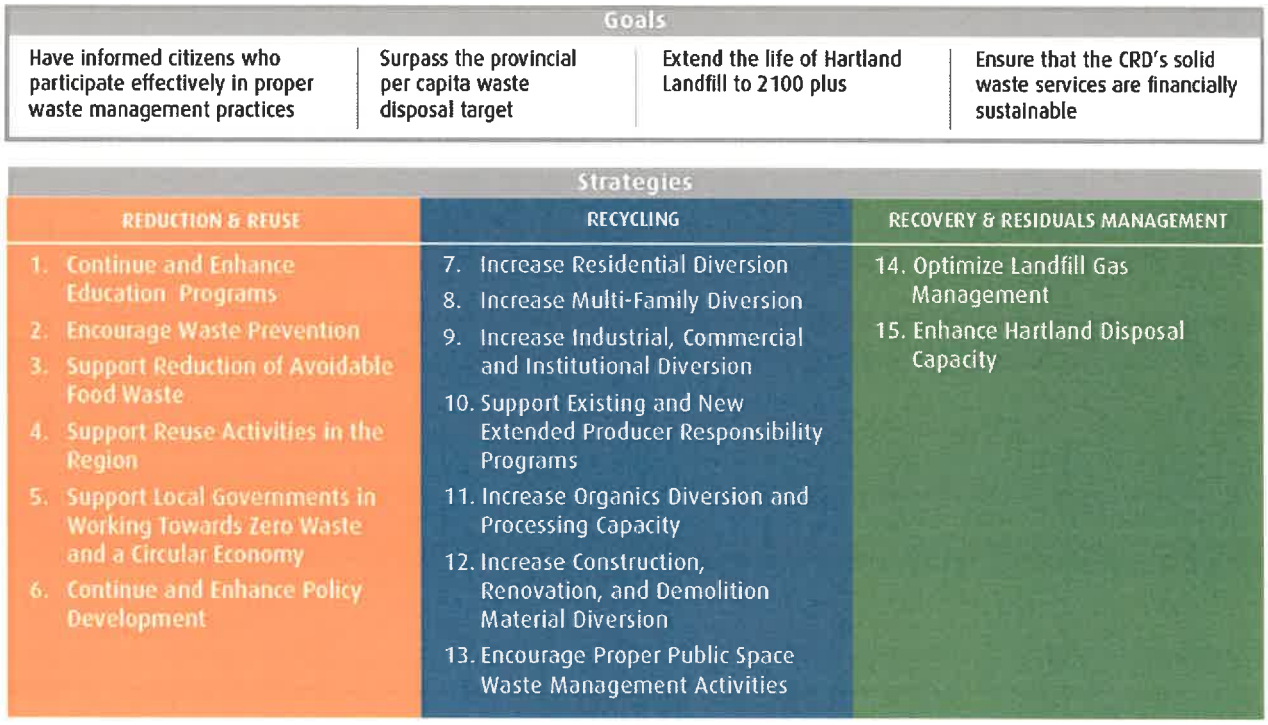


Figure 5-1: Plan Goals and Strategies

The selection of the Plan's strategies and actions were based on feedback from the Solid Waste Advisory Committee and an evaluation of each strategy for:

- Technical Feasibility and Effectiveness;
- Environmental Impact and Benefits;
- Social Impact;
- Effect on Waste Disposal; and
- Cost Considerations.

These actions are deliberately broad in scope to enable a wide range of current, emerging and future activities related to each program area. This Plan is intended as a guiding document and does not encompass operational details or articulate every ongoing program or activity undertaken by the CRD. The guiding principles, goals, targets and strategies outlined in this Plan provide the policy framework to guide CRD's programming around solid waste. Activity progress will be reported annually through a detailed plan monitoring report.

Implementation of the actions outlined in this Plan will require collaboration with many participants in the solid waste system.

This Plan does not preclude municipalities, First Nations, local businesses, institutions or non-profit organizations of undertaking their own initiatives, except for where those initiatives require inclusion in the regional Plan

5.1 Reduction and Reuse

Strategy #1: Continue and Enhance Education Programs

Actions:

A. Ensure ongoing, up-to-date promotion and education resources to enable effective participation in CRD programs and initiatives.
B. Incorporate behaviour change components wherever possible; using a variety of education and communication strategies and tools.
C. Expand and prioritize education programs for the multi-family and ICI sectors.
D. Enhance K-12 school program to include concepts of zero waste and the circular economy.
E. Collaborate with stakeholders on education campaigns (in partnership with First Nations communities, municipalities and product stewards).
F. Continue supporting environmental stewardship recognition.
G. Continue to engage residents on solid waste matters using the appropriate level of consultation.

Strategy #2: Encourage Waste Prevention

Actions:

A. Promote less consumption and advocate for consumer responsibility.
B. Establish a community-based waste reduction grant program.
C. Support municipal, provincial and federal single-use item reduction efforts.
D. Promote sustainable and/or packaging-free purchasing options.
E. Advocate provincially and federally to limit or eliminate the manufacturing, distribution and/or sale of single use items and non-recyclable materials.
F. Advocate provincially and federally for sustainable product and packaging design.

Strategy #3: Support Reduction of Avoidable Food Waste

Actions:

A. Continue to support residential food waste reduction through education campaigns and composting promotion.
B. Continue to encourage the donation of edible food and support food recovery organizations.
C. Advocate for regulations that support avoiding food waste.

Strategy #4: Support Reuse Activities in the Region

Actions:

A. Continue to provide funding for non-profit reuse organizations to help offset costs for managing unusable donated items.
B. Continue to support and promote donations to reuse establishments.
C. Support reuse, renting and sharing programs (e.g., tool libraries, repair cafes and centres, sewing hubs, etc.) and other materials exchange activities.
D. Investigate the possibility of a free store at Hartland or other facilities.

Strategy #5: Support Local Governments in Working towards Zero Waste and a Circular Economy

Actions:

A. Develop model language for bylaws, best practices, official community plans, and economic development strategies for use by local governments using research and collaboration to guide this process (in partnership with municipalities and potentially other regional districts).
B. Work with local governments to identify the need for solid waste facilities and zoning for waste management activities. To be done in partnership with member municipalities.
C. Use policy tools to enable local recycling infrastructure.
D. Investigate 'pay-as-you-throw' principles to use as tools to incent less waste disposal.
E. Investigate use of clear bags for garbage or recyclables collection to encourage proper recycling of materials, where practicable and enforceable (e.g., at events).

Strategy #6: Continue and Enhance Policy Development

Actions:

A. Develop model procurement policies for use by local governments, non-profits, etc. To be done in partnership with member municipalities and other interested organizations.
B. Continue to expand material bans when viable alternatives exist.
C. Investigate licensing waste management facilities in the region to encourage transparency, consistency, and a requirement that all facilities protect public health and the environment.
D. Investigate regulatory mechanisms to manage municipal solid waste and recyclable materials in the region.
E. Investigate options for managing debris from extreme weather (e.g., community chipping days, special burning allowances in electoral areas).

5.2 Recycling

Strategy # 7: Increase Residential Diversion

Actions:

A. Continue to promote residential diversion of recyclable materials (including organics), ensuring that education campaigns strive to minimize contamination in these streams.
B. Collaborate with municipal and private sector service providers to support depot diversion efforts in the region for non-curbside materials.
C. Encourage local processing and markets for residential recyclables.
D. Develop tools, such as a guide, to support event recycling.

Strategy # 8: Increase Multi-Family Diversion

Actions:

A. Allocate resources to support multi-family recycling, for example, by developing standardized education materials.
B. Work with local governments and private sector service providers to develop multi-family waste source separation requirements.
C. Develop policy guide and recommendations for recycling, composting and garbage space and access in multi-family developments.
D. Collaborate with stakeholders (e.g., private haulers who service multi-family buildings or multi-family property managers) to implement support for multi-family recycling.

Strategy # 9: Increase Industrial, Commercial and Institutional Diversion

Actions:

A. Allocate resources to increase ICI diversion, for example, a business waste reduction liaison.
B. Advocate to expand the packaging and paper product EPR program to the ICI sector.
C. Create a business waste reduction toolkit, including education about how to apply circular economy principles.
D. Encourage municipalities to require waste management plans with business licenses.
E. Develop policy guide for ICI waste management space and access requirements.
F. Work with local governments and private sector service providers to develop ICI waste source separation requirements.
G. Investigate shifting disposal ban enforcement to the ICI generator, rather than hauler.

Strategy #10: Support Existing and New Extended Producer Responsibility Programs

Actions:

A. Advocate to the province to expand EPR programs.
B. Collaborate with stewards to increase consumer awareness about EPR programs.
C. Advocate for increased return-to-retailer opportunities.
D. Advocate federally to standardize EPR programs across Canada.

Strategy #11: Increase Organics Diversion and Processing Capacity

Actions:

A. Continue to promote organics waste material diversion.
B. Continue to utilize and monitor existing private sector organics processing capacity and seek to develop a facility at the Hartland Landfill site in the future should needed processing capacity not be found to be sufficiently available to meet the region's requirements. (Additional information on the process to develop this facility is in Section 6).
C. Support compost markets by purchasing back materials.
D. Collaborate with service providers and users (e.g., local businesses) to develop guidelines for use of compostable products and packaging.

Strategy #12: Increase Construction, Renovation and Demolition (CR&D) Material Diversion

Actions:

A. Develop a comprehensive CR&D strategy, including characterization of materials, best practices, and pilot projects.
B. Develop educational tools to support CR&D material diversion (e.g., create an industry toolkit, a deconstruction guide, and/or guidelines for diverting and utilizing reused materials).
C. Promote green building standards.
D. Continue collaboration with local governments to develop and use policy tools (e.g., construction permits, building codes) to maximize diversion and to align management plans.
E. Investigate beneficial uses of CR&D waste, including a clean wood waste landfill ban.
F. Investigate banning or surcharging mixed CR&D loads at the landfill to encourage source separation
G. Further develop programs for managing hazardous materials (e.g., asbestos)

Strategy #13: Encourage Proper Public Space Waste Management Activities

Actions:

A. Develop educational materials to prevent and reduce litter and abandoned materials in our neighbourhoods and public spaces.
B. Continue promoting alternatives to abandoned materials and illegal dumping by educating about proper management and disposal
C. Collaborate with stakeholders, including local governments and private sector facilities, to develop a regional approach to prevention of illegal dumping.
D. Investigate developing regionally-aligned litter bylaws. To be done in partnership with member municipalities.
E. Develop and pilot methodologies to 'observe, record, and report' on abandoned materials and illegal dumping incidents throughout the region.
F. Investigate options for large bulky item disposal, e.g., free drop-off days or large item pick-up days

5.3 Recovery and Residuals Management

Strategy #14: Optimize Landfill Gas Management

Actions:

A. Continue to maximize and optimize the capture of landfill gas for beneficial use.[6]
B. Investigate collaboration opportunities with educational institutions to research new beneficial uses and technologies.

Strategy #15: Enhance Hartland Disposal Capacity

Actions:

A. Review Hartland tipping fee structure and ban enforcement levels, subject to recycling market conditions
B. Continue to operate Hartland Landfill using best practices.
C. Develop design options that maximize the disposal capacity of Hartland Landfill to 2100 and beyond. (Note: See section 4.2.2.1.6 for details. Design and aggregate management options could extend landfill life significantly.)
D. Continue to conduct research, investigate and report out on emerging waste management technologies (including alternatives to landfilling such as integrated resource management and gasification).

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[6] On April 22, 2020, the CRD announced approval in principle of an agreement where FortisBC will purchase renewable natural gas (RNG) generated from Hartland Landfill for beneficial use in its natural gas distribution system. The CRD and FortisBC are currently working together on a supply contract that will be submitted to the British Columbia Utilities Commission for approval. If approved by the commission, the CRD will continue to be responsible for the ownership and operation of the Hartland Landfill, the landfill gas collection system and the upgrade facility. The project is expected to reduce the region's greenhouse gas emissions by approximately 264,000 tonnes of carbon dioxide equivalent over the 25-year project life.

6 Organic Processing Facility Decision Process

Strategy #11 includes an action to continue to utilize and monitor existing private sector organics processing capacity, and seek to develop a facility at the Hartland site in the future should needed processing capacity not be found to be sufficiently available to meet the region's needs. This section provides additional detail on the history of organic material management and potential future management options.

The CRD implemented a kitchen scraps disposal ban at Hartland Landfill in 2015. In recognition of a lack of sufficient local processing capacity, the CRD expanded the kitchen scraps transfer area at Hartland to receive additional volumes of kitchen scraps collected within the region. Kitchen scraps are received from municipal and private sector split packer and single stream collection vehicles, loaded for efficient transport and hauled for processing at facilities on southern Vancouver Island.

The CRD intends to continue to provide the community with receiving and transport services for kitchen scraps through the transfer facility at Hartland while monitoring in-region and on-island processing capacity.

In response to a need to secure additional processing capacity for the community, a facility at Hartland may also be pursued in an effort to reduce the greenhouse gas emissions associated with the current transportation and processing model.

7 Implementation Schedule

In the short-term (the first 3 years of the plan's implementation), the focus will be on the actions that target the reduction and diversion of CR&D waste and organic materials. Also in the short-term, the actions associated single-family, multi-family, and ICI diversion will be implemented.

In the medium-term (4-5 years), the focus will be on continuing and improving the single-family, multi-family, and ICI programs.

In the long-term (full plan implementation), all programs will be refined to maintain and/or improve diversion levels. Additionally, new EPR programs are anticipated to be implemented within the timeframe of this Plan; in particular, the Plan anticipates the introduction of EPR for ICI-generated paper and packaging and textiles.

Schedule C provides a detailed planned implementation schedule for the Solid Waste Management Plan from 2021 to 2030.

8 Plan Targets

The targets established for this Plan are focused on reducing the amount of waste landfilled on a per capita basis. The CRD has set a goal of exceeding the provincial target for per capita waste disposal. At the time of preparing this Plan, the provincial target is 350 kg per capita. The per capita disposal targets proposed for the CRD are based on the strategies and actions described in Section 5 and are presented below in Table 8-1.

Table 8-1: Plan Targets

	Short-Term Goal (3 years)	Medium-Term Goal (5 years)	Long-Term Goal (10+ years)
Targeted Sectors/ Materials	▪ Construction, Renovation, and Demolition waste ▪ Organic waste from: • Single-family • Multi-family • Industrial, Commercial and Institutional	▪ Recyclables and organic waste from: ▪ Single-family ▪ Multi-family ▪ Industrial, Commercial and Institutional	▪ Extended producer responsibility for Industrial, commercial and institutional - generated paper and packaging and textiles ▪ Refine programs to increase performance for all sectors
Disposal Target (kg per capita)	**340**[1]	**285**	**250**[2]

1. This target is aggressive and assumes that disposal bans for CR&D materials would be implemented.
2. This target is aggressive and assumes that new EPR programs will be implemented by the Ministry in the long-term timeframe.

9 Financing

The strategies and actions outlined in this Solid Waste Management Plan are intended to decrease community waste generation from 380kg per capita down to 250kg per capita over the 10-year planning horizon.

In 2019, all costs associated with solid waste disposal and diversion programs in the CRD were funded through tipping and user fee revenues at Hartland Landfill, collection contract revenues, sale of electricity and sale of recyclables. The costs of the CRD's solid waste services, including the funding of reserves, was $27,646,550.

The annual incremental cost to deliver the strategies and actions identified in the Solid Waste Management Plan is $320,000 to $345,000 per year as shown in Table 9-1. This is an increase of approximately 1% per year.

Table 9-1: New Costs Associated with Solid Waste Management Plan Strategies and Actions

Strategy		**Annual Cost**
1	Continue and Enhance Education Programs	$100,000
2	Encourage Waste Prevention	$50,000
7	Increase Residential Diversion	$25,000 (for 2 years)
8	Increase Multi-Family Diversion	$50,000
9	Increase Industrial, Commercial and Institutional Diversion	$50,000
12	Increase Construction, Renovation and Demolition Material Diversion	$50,000
13	Enhance Public Space Waste Management	$20,000
	Total	**$320,000 - $345,000**

The 10-year operating and capital projections for the CRD's solid waste services, including the proposed SWMP investments and resulting tonnage reductions, can be funded by tipping fees, program revenues, reserve balances and other projected revenues (including renewable natural gas), without the need for tax requisition or external debt. Schedule D shows the estimated financial impact of the projected expenditures and decreasing per capita disposal.

10 Plan Flexibility

Due to changing circumstances and priorities that may evolve over time, and with the input of the Solid Waste Advisory Committee and interested parties, all major actions identified in the Plan will be reviewed for appropriateness before implementation. This will generally occur on an annual basis. The Plan's implementation schedule will be flexible enough to reflect the availability of technologies that may arise over time, as well as the potential changes in regional issues and priorities. In addition, it will also take into account the financial priorities of member municipalities and other partners, the availability of funding to undertake actions listed in this Plan, and the availability of contractors and service providers.

The Plan is a "living document" that may be amended to reflect new considerations, technologies and issues as they arise.

An amendment of this Plan would be required if there were major changes to the solid waste management system of the following nature:

a. The opening (or changes to the location or status) of a site or facility that is *not* already identified in this *Plan* and requires an authorization under BC's Environmental Management Act; or any other facility that could have an adverse impact to human health or the environment, as determined by the BC Environmental Management Act;
b. Waste import / export options which would significantly impact the CRD's or neighbouring regional district's solid waste systems, or not conform to provincial legislation, goals and/or waste reduction targets;
c. Significant changes to the *Plan's* disposal targets or reductions in programs supporting the first 3Rs;
d. A change in the boundary of the *Plan*, which would significantly change the amount of solid waste to be managed under the *Plan* or significantly change the population of the *Plan* area;
e. The addition, deletion or revision of policies or strategies related to the conditions outlined in the Minster's approval letter; and
f. Major financial changes that warrant seeking elector assent.

If a Plan amendment becomes necessary, the CRD would need to undergo a public consultation process and submit an amended plan to the Minister of Environment for approval, along with a detailed consultation report.

11 Plan Monitoring and Measurement

The implementation of the Solid Waste Management Plan will be monitored to determine its on-going effectiveness. As part of this monitoring, CRD staff will review and report out on regional demand as it relates to Hartland Landfill capacity. Annual measurement and monitoring allows for course corrections to be made in a timely manner, and to consider strengthening plan targets.

The following monitoring and measurement actions will be undertaken.

1. **Plan Monitoring:** Monitoring progress on the Plan's implementation will be undertaken by the Solid Waste Advisory Committee on an annual basis. This will maintain the linkage between the development of the plan and its implementation. The terms of reference for the Solid Waste Advisory Committee are included in this Plan as Schedule A.

2. **Annual Reporting**: On an annual basis, CRD staff will continue to prepare and publicize an Environmental Resource Management Progress Report that describes the CRD's current solid waste management activities and provides several metrics including the amount of waste landfilled per capita. This report will include the status of the Plan's implementation and progress toward the Plan's targets. Additionally, the report will identify any challenges or opportunities that are affecting (or have the potential to affect) the Plan's implementation. This report will be provided to the Solid Waste Advisory Committee and the Board. It will also be promoted publicly through a range of CRD communications channels.

3. **BC Disposal Calculator:** the CRD will continue to compile data annually on all of the municipal solid waste disposal activities in the regional district for reporting to the BC Ministry of Environment's on-line disposal calculator.

4. **Interim Assessment / Plan Update:** As per the BC Guidelines for Solid Waste Management Planning, five years into the implementation of the Plan, the CRD intends to carry out a review of the plan's implementation and effectiveness. The CRD also intends to undertake a Plan renewal after ten years.

5. **Waste Composition Study:** The CRD has been undertaking waste composition studies approximately every 5 years since 1990. The CRD will continue to undertake these studies to provide valuable insight into how the Plan's implementation is affecting what is landfilled. This information will also help to inform the preparation of the Interim Assessment and next Plan renewal.

12 Inter-Regional District Cooperation

The CRD recognizes the value of collaborating with other regional districts with an aim to improve cost-efficiencies of providing solid waste services, and also to learn from each other through sharing ideas and experiences. To this end, the CRD are members of the following organizations:

- Coast Waste Management Association
- Recycling Council of BC
- Association of Vancouver Island and Coastal Communities Solid Waste Management Committee
- BC Product Stewardship Council
- Solid Waste Association of North America

Additionally, the CRD has partnered with the Cowichan Valley Regional District and the Regional District of Nanaimo to undertake solid waste technical studies of mutual interest.

During the implementation of this Plan, the CRD will continue to participate in the above organizations as a means of collaborating with other BC regional districts, and particularly to work on solid waste solutions for Vancouver Island.

13 Plan Amendments

This Plan represents the current understanding and approach to the solid waste management challenges being faced by the CRD. The Plan is a "living document" that may be amended to reflect new considerations, technologies and issues as they arise.

The need for a plan amendment will be triggered by major changes to the solid waste management system which would include:

a. The opening of a site or facility that requires an authorization under the Environmental Management Act that is not currently recognized in this Plan;
b. Any other facility that could have an adverse impact to human health or the environment, as determined by the BC Environmental Management Act;
c. Waste import / export options which would significantly impact the regional district's or neighbouring solid waste systems, or not conform to provincial legislation, goals and / or targets; and
d. Major financial changes that warrant seeking elector assent.

When a plan amendment becomes necessary, the CRD will undergo a public consultation process and submit an amended plan to the Minister of Environment for approval, along with a detailed consultation report.

14 Dispute Resolution

Although consultation efforts may prevent or minimize conflicts, at times, disputes may arise during development or implementation of the Plan. To this end, a dispute resolution procedure has been included to address complaints or concerns that occur during plan development or implementation.

This dispute resolution procedure, included as Schedule B, may apply to the following types of conflicts that could arise during plan implementation:

- Administrative decisions made by the regional district such as:
  - The issuance of a license
  - Interpretation of a statement, bylaw, policy or provision in the Plan

- Any other matter not related to a proposed change to the wording of the Plan or an operating certificate

Schedule A: Solid Waste Advisory Committee Terms of Reference

PREAMBLE

The Capital Regional District (CRD) Solid Waste Advisory Committee is an Advisory Committee established by the CRD Environmental Services Committee to provide input on solid waste management matters and meet the requirements of the Ministry of Environment's Guide to Solid Waste Management Planning for an advisory committee on the development and implementation of the Solid Waste Management Plan (SWMP).

The Committee's official name is to be: Solid Waste Advisory Committee

1.0 PURPOSE

The mandate of the Committee includes advising the Environmental Services Committee regarding the following:

a. providing input on major solid waste management matters
b. serving as the advisory committee to the Steering Committee (Environmental Services Committee) on the development of Revision 3 of the SWMP
c. acting as Plan Monitoring Advisory Committee for the new SWMP, once approved

2.0 ESTABLISHMENT AND AUTHORITY

a. The Environmental Services Committee will:
    - appoint the committee members for up to a three-year term
    - act as the Steering Committee for Revision 3 of the SWMP
    - appoint a member as the liaison between the advisory committee and the Environmental Services/Steering Committee
b. The Committee will report its input to the Environmental Services Committee for consideration. The CRD Board is the final decision-making authority.

3.0 COMPOSITION

The Committee shall consist of members representing a diversity of background, interests and geographical location, representing a balance between technical and non-technical members and industry and public members, as follows:

Representation	Number of Members
Regional district director (member of Environmental Services Committee)	1
Municipal engineering staff who are involved in solid waste collection	2
Electoral Area representative	1
First Nations	2
Environmental organizations	1
Business groups	1
Non-profit group with an interest in solid waste (e.g., reuse organization)	1
Large waste generators (industrial, commercial, institutional)	2
Owners/operators of private waste management facilities	2
Private sector industry collection service providers	2
Composting industry representative	1
Product stewardship agency	1
Community representative (representing Prospect Lake/Hartland area)	1
Public representatives, at large	3
Willis Point representative	1
District of Highlands representative	1
Solid Waste Technology representative	1

4.0 PROCEDURES

a. The CRD Board Procedures Bylaw will apply.
b. Member from Environmental Services Committee shall be Chair of Solid Waste Advisory Committee.
c. The committee shall meet at the call of the Chair and have special meetings, as required.
d. The agenda will be finalized in consultation between staff and the Chair.
e. A quorum is a majority of the committee membership and is required to conduct committee business.

5.0 RESOURCES AND SUPPORT

a. The Senior Manager, Environmental Resource Management, will lead the coordination and allocation of resources to the Committee.
b. Minutes and agendas are prepared and distributed by the Environmental Resource Management division.

Schedule B: Plan Dispute Resolution Procedures

Disputes will be settled using the following procedure:

Negotiation	• Parties involved in the dispute shall make every effort to resolve the dispute on their own through non-facilitated communication. If necessary, the parties will provide each other with a written summary of their position and any relevant supporting documentation. • Parties may agree to make use of a facilitator.
If this is unsuccessful, then:	
Environmental Services Committee	• Parties involved in the dispute will have opportunity to speak to the Committee. • Committee will review, consider and provide recommendations to the Board. Committee may refer to the Solid Waste Advisory Committee.
Then:	
CRD Board	• Board will receive recommendations from the Committee and settle the dispute; or, recommend mediation.
If the board is unable to settle the dispute, then:	
Mediation	• A neutral, impartial third-party facilitator who is acceptable to all the parties to the dispute will be selected. Using appropriate mediation techniques, the facilitator will attempt to develop a solution which satisfies all parties. The facilitator has no decision-making authority. If the parties cannot agree on a mediator, the matter shall be referred to the BC Mediation Roster Society or equivalent roster organization for selection of a mediator. • All efforts will be made to reach an agreement through mediation. • Costs for mediation will be shared by the parties in dispute.
If this is unsuccessful, then:	
Independent Arbitrator	• If the dispute cannot be resolved by a mediator, the matter will be referred to arbitration and the dispute will be arbitrated in accordance with any applicable legislation. A neutral, impartial third-party arbitrator who is acceptable to all the parties to the dispute will be selected. The arbitrator hears each party's evidence and arguments and renders a final, binding decision. • Costs for arbitration shall be apportioned at the discretion of the arbitrator.

Further to the above, the following principles will be followed if and when the dispute resolution process is invoked:

i. The parties will make all reasonable efforts to attempt to resolve the dispute in an amicable manner without outside intervention

ii. Disputes will be attempted to be resolved as early and at the lowest administrative level as possible; every effort will be made to avoid disputes requiring a formal resolution process

iii. The formal process is not intended to deal with inconsequential or frivolous disputes

iv. The cost of mediation or adjudication will be shared by the parties to the dispute.

v. Information or data related to the dispute will be shared by the parties

vi. Rules of confidentiality and freedom of information will apply

Schedule C: Implementation Schedule

	Ongoing
	Planning/Design Phase
	Implementation Phase

Implementation Schedule is subject to revision based on annual review and Board direction.
Actions listed have been condensed in this schedule for readability, full descriptions can be found in Section 5.

Plan Strategies & Actions	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
Reduction and Reuse										
Strategy #1: Continue and Enhance Education Programs (medium-term, 5 year goal)										
A. Ensure ongoing, up-to-date promotion and education resources										
B. Incorporate behaviour change components wherever possible										
C. Expand and prioritize education programs for the multi-family and industrial, commercial and institutional sectors										
D. Enhance K-12 school program to include concepts of zero waste and the circular economy										
E. Collaborate with stakeholders on education campaigns										
F. Continue supporting environmental stewardship recognition										
G. Continue to engage residents on solid waste matters										
Strategy #2: Encourage Waste Prevention (medium term, 5 year goal)										
A. Promote less consumption and advocate for consumer responsibility										
B. Establish a community-based waste reduction grant program										
C. Support municipal, provincial and federal single-use item reduction efforts										
D. Promote sustainable and/or packaging-free purchasing options										
E. Advocate to limit or eliminate manufacturing, distribution and/or sale of single use and non-recyclable materials										
F. Advocate provincially and federally for sustainable product design										

Plan Strategies & Actions	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
Strategy #3: Support Reduction of Avoidable Food Waste (short-term, 3 year goal)										
A. Continue to support residential food waste reduction										
B. Continue to encourage the donation of edible food and support of food recovery organizations										
C. Advocate for regulations that support avoiding food waste										
Strategy #4: Support Reuse Activities in the Region (medium term, 5 year goal)										
A. Continue to provide funding for non-profit recycling organizations for managing unusable donations										
B. Continue to support and promote donations to reuse establishments										
C. Support reuse, renting and sharing programs										
D. Investigate the possibility of a free store at Hartland or other facilities										
Strategy #5: Support Local Governments in Working towards Zero Waste and a Circular Economy (medium term, 5 year goal)										
A. Develop model language for use by local governments										
B. Work with local governments to identify need for solid waste facilities/zoning for activities										
C. Use policy tools to enable local recycling infrastructure										
D. Investigate 'pay-as-you-throw' principles										
E. Investigate use of clear bags for garbage/recyclables collection										
Strategy #6: Continue and Enhance Policy Development (medium term, 5 year goal)										
A. Develop model procurement policies for use by local governments, non-profits, etc.										
B. Continue to expand material bans when viable alternatives exist										
C. Investigate licensing waste management facilities in the region										
D. Investigate regulatory mechanisms to manage municipal solid waste and recyclable materials in the region										
E. Investigate options for managing debris from extreme weather										

Plan Strategies & Actions	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
Recycling										
Strategy # 7: Increase Residential Diversion (medium term, 5 year goal)										
A. Continue to promote residential diversion of recyclable and organic materials										
B. Support depot diversion efforts for non-curbside materials										
C. Encourage local processing and markets for residential recyclables										
D. Develop tools to support event recycling										
Strategy #8: Increase Multi-Family Diversion (medium term, 5 year goal)										
A. Allocate resources to support multi-family recycling										
B. Develop multi-family waste source separation requirements										
C. Develop policy guide and recommendations for waste management in multi-family developments										
D. Implement support for multi-family recycling										
Strategy #9: Increase Industrial, Commercial and Institutional Diversion (medium term, 5 year goal)										
A. Allocate resources to increase ICI diversion										
B. Advocate to expand the packaging and paper product extended producer responsibility program to the industrial, commercial and institutional sector										
C. Create a business waste reduction toolkit, including education about circular economy principles										
D. Encourage municipalities to require waste management plans with business licenses										
E. Develop policy guide for industrial, commercial and institutional waste management space and access requirements										
F. Develop industrial, commercial and institutional waste source separation requirements										
G. Investigate shifting disposal ban enforcement to industrial, commercial and institutional generator, rather than hauler										

Plan Strategies & Actions	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
Strategy #10: Support Existing and New Extended Producer Responsibility Programs (medium term, 5 year goal)										
A. Advocate to the province to expand extended producer responsibility programs										
B. Increase consumer awareness about extended producer responsibility programs.										
C. Advocate for increased return-to-retailer opportunities										
D. Advocate federally to standardize extended producer responsibility programs across Canada										
Strategy #11: Increase Organics Diversion and Processing Capacity (short term, 3 year goal)										
A. Continue to promote organic waste material diversion										
B. Continue to utilize and monitor existing processing capacity										
C. Support compost markets by purchasing back materials										
D. Develop guidelines for use of compostable products and packaging										
Strategy #12: Increase Construction, Renovation & Demolition Material Diversion (short term , 3 year goal)										
A. Develop a comprehensive construction, renovation & demolition strategy										
B. Develop educational tools to support construction, renovation & demolition material diversion										
C. Promote green building standards										
D. Develop and use policy tools to maximize diversion and to align management plans										
E. Investigate beneficial uses of construction, renovation & demolition waste, including a clean wood waste landfill ban										
F. Investigate banning or surcharging mixed construction, renovation & demolition loads at the landfill										
G. Further develop programs for managing hazardous materials (like asbestos)										
Strategy #13: Encourage Proper Public Space Waste Management Activities (med term, 5 year)										
A. Develop educational materials to prevent and reduce litter and abandoned materials										

Plan Strategies & Actions	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
B. Continue promoting alternatives to abandoned materials and illegal dumping activity										
C. Develop a regional approach to prevention of illegal dumping										
D. Investigate developing regionally-aligned litter bylaws										
E. Develop and pilot methodologies to 'observe, record and report' abandoned material and illegal dumping incidents										
F. Investigate options for large bulky item disposal										
Recovery and Residuals Management										
Strategy #14: Optimize Landfill Gas Management										
A. Continue to maximize and optimize the capture of landfill gas for beneficial use										
B. Investigate collaboration opportunities with educational institutions										
Strategy #15: Enhance Hartland Disposal Capacity										
A. Review Hartland tipping fee structure and ban enforcement levels										
B. Continue to operate Hartland Landfill using best practices										
C. Develop design options to maximize disposal capacity of Hartland Landfill to until 2100 and beyond										
D. Continue to conduct research and investigate and report out on emerging waste management technologies										

Schedule D: Estimated Financial Impact

ERM Budget Implications Arising From Achieving 250 kg Per Capita Disposal Rate by 2030										
	2021	**2022**	**2023**	**2024**	**2025**	**2026**	**2027**	**2028**	**2029**	**2030**
Total Revenue [1, 2, 4]	**$24,413,500**	**$24,472,500**	**$24,182,090**	**$27,322,276**	**$27,163,064**	**$27,004,459**	**$26,736,469**	**$26,469,099**	**$26,202,355**	**$25,881,243**
Total Expenditures[3]	$25,462,000	$24,453,000	$24,178,000	$31,403,000	$27,403,000	$27,403,000	$27,403,000	$28,087,000	$28,275,000	$28,742,000
Net Annual Surplus/Deficit	**-$1,048,500**	**$19,500**	**$4,090**	**-$4,080,724**	**-$239,936**	**-$398,541**	**-$666,531**	**-$1,617,901**	**-$2,072,645**	**-$2,860,757**
Combined Reserve Fund Balance[3, 4]	$49,671,000	$34,824,000	$19,671,000	$15,590,276	$15,350,340	$14,951,799	$14,285,268	$12,667,366	$10,594,721	$7,733,964
Per Capita Disposal Rate	316	313	310	302	295	287	278	269	260	250

[1] General refuse tipping fee is $110 per tonne

[2] Controlled waste and asbestos tipping fees are $157 per tonne

[3] From CRD Finance and includes Sustainability, Equipment, Capital, Closure and Air Space reserve funds (2021 budget doc - Sept 2020).

[4] The Hartland renewable natural gas project significantly impacts reserve balances to fund construction (2022-2023) and increases revenues starting in 2024

February 3, 2025

Council Meeting Minutes and Agenda Item

CARRIED

6.2 **DISTRICT OF HIGHLANDS ACCESSIBILITY PLAN**

Moved by: Councillor Gord Baird

Seconded by: Councillor Roessingh

Motion: 028-2025

THAT the District of Highlands Accessibility Plan be adopted;

AND THAT $2,000 be allocated in the 2025 financial plan to cover potential costs associated with the Accessibility Plan.

CARRIED

7. CORRESPONDENCE

7.1 **PROPOSED CAPITAL REGIONAL DISTRICT FOODLANDS ACCESS SERVICE - Jason Austin, Gatton Farm**

Moved by: Councillor Anderson

Seconded by: Councillor Gord Baird

Motion: 029-2025

THAT correspondence dated January 24, 2025 from Jason Austin, Gatton Farm, regarding the Proposed Capital Regional District Foodlands Access Service, be received.

CARRIED

8. BYLAWS

8.1 **BYLAW NO. 450 - AMENDMENT TO OFFICIAL COMMUNITY PLAN (South Highlands Local Area Plan)**

Moved by: Councillor Gord Baird

Seconded by: Councillor Ann Baird

Motion: 030-2025

THAT the "Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450, 2025" be revised under section 2.(j) to read as follows:

"This area does not contain gravel deposits that may be suitable for future extraction."

CARRIED

Moved by: Councillor Ann Baird

Seconded by: Councillor Gord Baird

Motion: 031-2025

THAT the "Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450, 2025" be revised to remove the definition of BASELINE on page 13 of APPENDIX c2 and be replaced with the following:

"In this plan, the baseline for assessing net zero and net positive outcomes will be determined by the council at the time of rezoning"

CARRIED

OPPOSED: Mayor Williams, Councillors Roessingh and Anderson

Moved by: Councillor Anderson

Seconded by: Councillor Gord Baird

Motion: 032-2025

THAT Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450, 2024 be given first reading.

CARRIED

OPPOSED: Councillor McLean

Moved by: Councillor Gord Baird

Seconded by: Councillor Roessingh

Motion: 033-2025

THAT the regional context statement proposed to be changed by Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450 be referred to the CRD Board for acceptance.

CARRIED

OPPOSED: Councillor McLean

Moved by: Councillor Roessingh

Seconded by: Councillor Gord Baird

Motion: 034-2025

THAT Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450 be referred to CRD Board, City of Langford, Town of View Royal, First Nations of Esquimalt, Songhees, Malahat, Pauquachin, Sooke, Tsartlip, Tsawout, Tseycum, Halalt, Lyackson, Penelakut, and Ts'uubaa'asatx, Cowichan Tribes, BC Crown Land Opportunities and Restoration Branch, and BC Ministry of Forests, Lands, Natural Resource Operations and Rural Development.

CARRIED

OPPOSED: Councillor McLean

9. NEW BUSINESS

9.1 FINANCIAL PLAN REVIEW SCHEDULE

Moved by: Councillor Roessingh

Seconded by: Councillor Anderson

Motion: 035-2025

THAT Council approve the proposed 2025 Financial Plan Review Schedule as presented and direct staff to give notice to District Committees and the public to enable public participation and consultation.

CARRIED

DISTRICT OF HIGHLANDS

BYLAW NO. 450

A BYLAW TO AMEND DISTRICT OF HIGHLANDS OFFICIAL COMMUNITY PLAN BYLAW NO. 277

WHEREAS the Council of the District of Highlands has adopted "District of Highlands Official Community Plan Bylaw No. 277, 2007";

AND WHEREAS the Council of the District of Highlands deems it necessary and expedient to amend "District of Highlands Official Community Plan Bylaw No. 277, 2007";

NOW THEREFORE the Council of the District of Highlands in open meeting assembled enacts as follows:

1. **TITLE**

This bylaw may be cited for all purposes as "Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450, 2025".

2. **AMENDMENTS**

The "District of Highlands Official Community Plan Bylaw No. 277, 2007" is hereby amended as follows in Schedule A:

(a) Contents, CHAPTER 2 – LAND USE, "2.6 Commercial Industrial Land Use" is deleted and replaced with "2.6 Regenerative Development Land Use";

(b) Contents, CHAPTER 2 – LAND USE, a new line is added at the end of this section as follows: "2.12 Special Plan Areas";

(c) Contents, CHAPTER 11 – DEVELOPMENT REVIEW, "11.6 Development Permit Area No. 4 – Highlands Commercial/Industrial Gateway Area" is deleted and replaced with "11.6 Development Permit Area No. 4 – Regenerative Development";

(d) Contents, a new appendix is added at the end as follows:

"APPENDIX C – SOUTH HIGHLANDS LOCAL AREA PLAN
c.1 Table
c.2 South Highlands Local Area Plan";

(e) Chapter 2 – Land Use, in the third paragraph, first line, the word "eight" is deleted and replaced with the following;

(f) Chapter 2 – Land Use, in the third paragraph, fourth bullet, "Commercial Industrial" is deleted and replaced with "Regenerative Development";

(g) Chapter 2 – Land Use, in the third paragraph, a tenth bullet is added as follows: "Special Plan Areas";

(h) Chapter 2 – Land Use, OCP Map 2.1 Land Use Designations is deleted and replaced with a new OCP Map 2.1 Land Use Designations attached as Schedule A to this bylaw;

(i) Chapter 2 – Land Use, section 2.2, Land Use General - Policies, in policy 10 after the words "ground or surfaces sources" the words "and/or rainwater" is added;

(j) Chapter 2 – Land Use, section 2.6, Commercial Industrial Land Use is deleted and replaced with the following:

"2.6 Regenerative Development Land Use

Lands in the Regenerative Development Land Use Designation are inside the Urban Containment Boundary of the Regional Growth Strategy and the Highlands Servicing Area as shown on Map 2.1.

Lands in the Regenerative Development Land Use Designation are also designated within Development Permit Area 4 – Regenerative Development. There should not be any additional access routes into this area from Millstream Road other than the existing Industrial Way. Preference is for an internal service road parallel to Millstream Road.

This area contains gravel deposits that may be suitable for future extraction.

The Regenerative Development Land Use objectives and policies are set out in section 3.4.1 RD – Regenerative Development in Appendix C – South Highlands Local Area Plan.";

(k) Chapter 2 – Land Use, a new section 2.12 is added to the end of this section as follows:

"2.12 Special Plan Areas

The Special Plan Areas land use objectives and policies are set out in section 3.4.2 SPA – Special Plan Area in Appendix C – South Highlands Local Area Plan.";

(l) Chapter 9 – Economic Diversification, section 9.2, Working Landscapes – Policies, in policy 2, second sentence, "Commercial Industrial" is deleted and replaced with "Regenerative Development";

(m) Chapter 10 – Regional Context Statement, Table 10.1, section 1.1 Keep Urban Settlement Compact, in the first bullet, the last sentence is deleted;

(n) Chapter 10 – Regional Context Statement, Table 10.1, section 4.1 Improve Multi-Modal Connectivity and Mobility, the second sentence in the third bullet is deleted;

(o) Chapter 10 – Regional Context Statement, Table 10.1, section 5.1 Realize the Region's Economic Potential, in the third bullet, "Commercial/Industrial" is deleted and replaced with "Regenerative Development";

(p) Chapter 11 – Development Review, section 11.1 Development Approval Information Area, Area and Circumstances Affected, in the second sentence after the words "temporary use permits and" replace "subdivisions" with "development permits";

(q) Chapter 11 – Development Review, section 11.2 Development Permit Areas – General, General Policies, policy 1 is deleted and replaced with "Development Permit Areas are generally shown on Maps 11.1 and 11.2, and specifically apply to all land shown on Map 2.1.";

(r) Chapter 11 – Section 11.6 Development Permit Area No. 4 – Highlands Commercial/Industrial Gateway Area is deleted and replaced with a new Development Permit Area No. 4 – Regenerative Development attached as Schedule B to this bylaw;

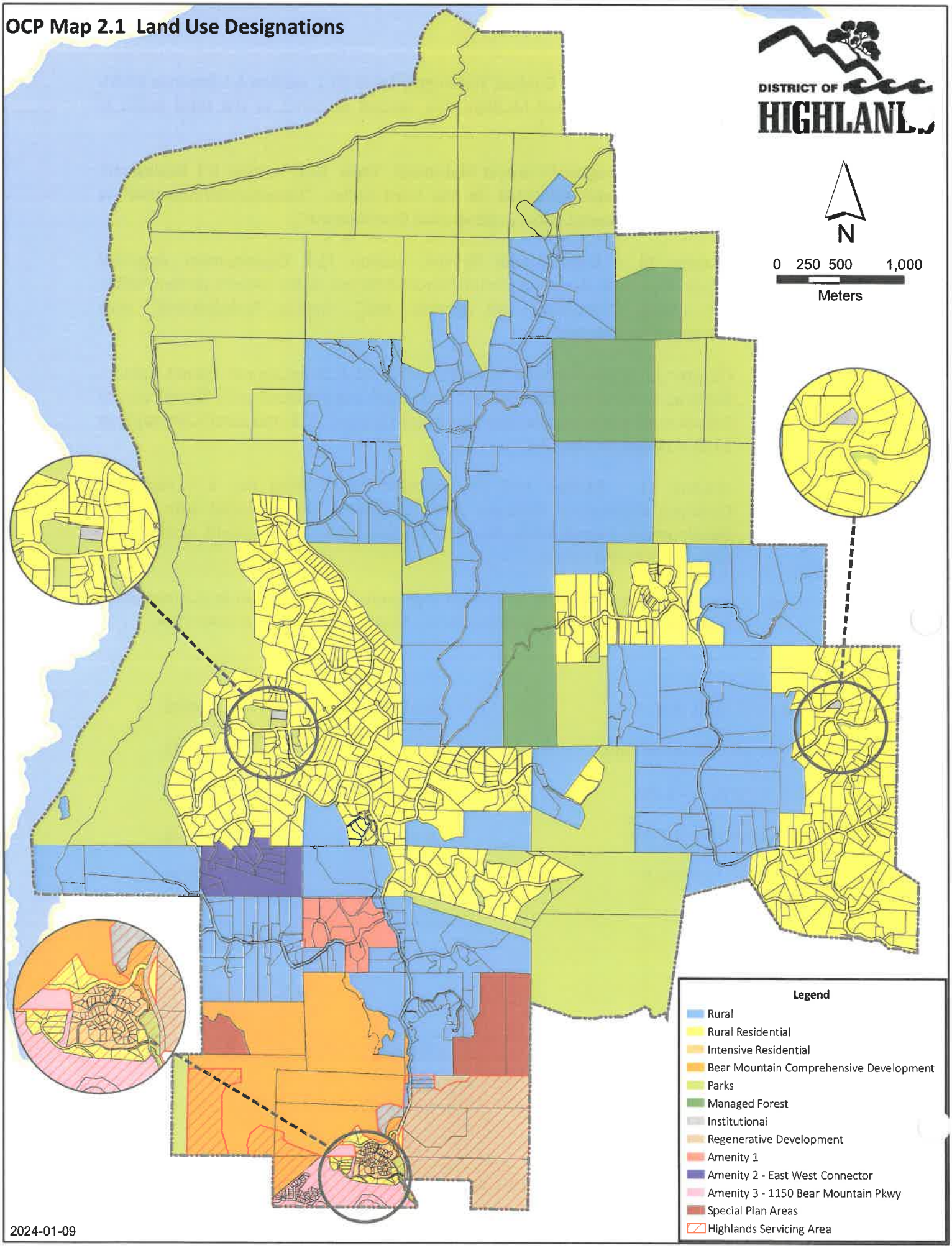
(s) By adding the Table (c.1) and South Highlands Local Area Plan (c.2) attached as Schedule C to this bylaw as Appendix C – South Highlands Local Area Plan.

READ A FIRST TIME this	day of	2025
ACCEPTED BY CRD BOARD this	day of	2025
READ A SECOND TIME this	day of	2025
PUBLIC HEARING HELD this	day of	2025
READ A THIRD TIME this	day of	2025
ADOPTED this	day of	2025

MAYOR

CORPORATE OFFICER

OCP Map 2.1 Land Use Designations



2024-01-09

11.6 Development Permit Area No. 4 – Regenerative Development

Area Affected

Lands designated as "Regenerative Development" on Map 2.1 are designated as Development Permit Area No. 4.

Purpose

- To promote greenhouse gas emissions reduction.
- To promote energy and water conservation.
- To regulate the form and character of commercial and industrial development.
- To protect the natural environment, its ecosystems, and biological diversity.

Objectives

- Prioritize environmental restoration through well-designed redevelopment.
- Support regenerative site design and construction outcomes.
- Sensitive integration of new development with the existing community and environmental context.

Specific Exemptions

Development Permits are not required in Development Permit Area No. 4 for:

- Minor alterations to the design and finish of the exterior of a building or structure that do not change the character of the development.
- Buildings, additions, structures and equipment less than $10m^2$ in floor area.

Justification

The main purpose of this Development Permit Area is to support climate action. Land uses, activities and on-site programming can impact the climate either positively or negatively. Integrating natural assets and ecological values in any development proposal is critical. Moreover, facilitating developments that utilize innovative technologies to reduce greenhouse gas emissions and conserve energy and water is also key to climate action.

This development permit authority supports the provincial government's broader action on climate change, including the requirement for local governments to have greenhouse gas reduction targets and policies and actions in official community plans and regional growth strategies and help meet their B.C. Climate Action Charter commitments.

Additionally incorporating the Form and Character Guidelines into a project's design will encourage the creation of contextual and compatible architecture, high-quality pedestrian realms, and sustainable and resilient design, and will contribute to placemaking and design excellence in Development Permit Area No. 4.

Guidelines

Development Permits issued in Development Permit Area No. 4 shall be in accordance with the following Guidelines:

Sustainability, Ecology, and Rewilding

1. Prioritize the use of previously disturbed sites and preserve sensitive ecological areas, such as forests with mature trees, rocky outcrops, creeks, and wetlands.
    a. Establish buffer zones or areas of non-disturbance which will remain free of development and prevent built-environment encroachment on natural areas.
2. Incorporate landscaping that prioritizes native and adaptive non-native plant species and provides a wide range of food sources for insects, birds, and other wildlife.
    a. Clearly define ecological restoration strategies that account for the surrounding ecosystem and the impacts of past site disturbances.
    b. Consider additional habitat restoration strategies, such as nesting boxes, green roofs, bioswales, and rewilding.
3. Establish wildlife corridors and exterior green infrastructure to connect fragmented habitats and promote biodiversity.
4. Minimize grading and excavation to reduce soil erosion and habitat disruption.
5. Implement soil erosion and sediment control measures to prevent site degradation during and after construction activities and to protect surface and groundwater quality.
6. Utilize strategies to control and eradicate invasive plant species including monitoring native species over time.

Stormwater Management

7. Use primarily landscape-based stormwater management best practices, such as rain gardens, swales, permeable surfaces, and green roofs, in order to:
    a. Mitigate the impacts of past site disturbances.
    b. Minimize the effective impervious area (EIA) on site.
        i. Best practices suggest an EIA target of less than 10% of the total site area.
    c. Protect and enhance surface water and groundwater quality and quantity.
    d. Manage average rainfall events.
    e. Limit underground stormwater management systems.
8. Plant native and adaptive non-native drought-tolerant trees and plant species that are resilient to future climate projections and that maximize ecosystem services.

Energy Efficiency

9. Use exterior design strategies to enhance buildings' energy efficiency and performance, such as:
    a. Designing buildings with a simplified form, using simple shifts in massing and fewer complex junctions to minimize building envelop heat loss.
    b. Using heat exchangers and/or similar technologies for heating and cooling.
    c. Employing passive solar design strategies, such as exterior shading devices, to optimize solar gain in winter (and less in summer).
    d. Optimizing natural ventilation opportunities.
10. Design buildings to include or be 'ready' for on-site exterior renewable energy systems by including, for example:
    a. On-site power generation (e.g., solar photovoltaics) and battery storage.
    b. Conduit from electrical panels to rooftop areas for solar panels.
    c. Adequate space and structural support for the future installation of, for example, solar photovoltaic panels and battery storage.

11. Use durable exterior designs to extend the lifespan of buildings and reduce the need for frequent replacements.
12. Maximize the use of healthy and non-toxic finishes on buildings' exteriors.

General Architectural Design

Where appropriate and relevant to the use and function of the building:

13. Orient primary building façades and entries to the fronting street or open space to create street edge definition and activity.
14. Locate and design windows, balconies, and street-level uses to create active frontages and 'eyes on the street' with additional glazing and articulation on primary building façades.
15. Design buildings and site features to the human scale through the use of exterior architectural features, details, and site design elements that are human-proportioned and oriented toward pedestrian activity.
16. On larger sites, seek to create a unified and cohesive appearance and architectural character while introducing variation in façade treatments.
17. Use muted colours chosen from a palette representative of Highland's natural surroundings where a visual accent is warranted to optimize energy efficiency.
18. Provide weather protection for high-use areas, such as primary building entrances, exterior stairs, and active building frontages.
19. If high use, public spaces are created, consider integrating public art on-site to generate interest and activity and reflect the unique natural, Indigenous, industrial, or settler history of the Highlands.
20. Where possible, use site planning and landscape design to minimize noise impacts.
21. Employ wayfinding, lighting, and universal accessibility principles to appropriate site areas, such as primary building entrances and pedestrian routes.
22. Design building entrances to be well-defined, visible, and clearly lit.

Site Planning

23. Ensure that site planning and design achieve favourable microclimate outcomes through strategies such as:
    a. Locating outdoor spaces to maximize sunlight throughout the year.
    b. Planting both evergreen and deciduous trees to provide a balance of shading in the summer and solar access in the winter.
    c. Using building mass, trees, and planting to buffer winds.
24. Design buildings, structures, and additions with consideration for the relationship of adjacent buildings, open areas, the efficiency of the circulation system, and compatibility with surrounding development.
25. Site and design buildings visible from roads so that their office and/or retail portion of the building is oriented towards the road.
26. Integrate loading areas into the design of the building.
27. Locate accessory uses (such as loading, garbage collection, utilities, and parking access) away from public view and not in conflict with public circulation patterns.

Landscape Design and Open Space

28. Use Crime Prevention through Environmental Design (CPTED) principles to support public safety through the use of appropriate lighting, visible entrances, opportunities for natural surveillance, and clear sight lines for pedestrians.

29. Avoid blank, windowless walls along streets or other public open spaces.
30. Where large retaining walls are unavoidable, utilize terracing with integrated landscaping, including regularly spaced trees/hedging along the base that covers 75% or more of the visible portion of the wall from public spaces.
31. Design attractive, engaging, functional and efficient on-site exterior open spaces.
32. Use landscaping as a privacy buffer and define private, semi-private, common/shared, and public outdoor areas.
33. Integrate Pest Management measures for landscape design and maintenance.
34. Design communal outdoor areas to foster social interaction and a sense of community and provide outdoor employee amenities area such as lunch and break areas.

Screening & Fencing

35. Garbage and recycling materials should be in containers that are weatherproof, non-combustible, and animal-resistant within the boundaries of each site.
36. Integrate service areas, dumpsters and garbage containers, recycling containers, utility kiosks and areas, and service or mechanical apparatus into the landscape or exterior building design and screen with fences, walls, gates, or landscaping from public view.
    a. Ensure these areas do not impact public open spaces or pedestrian pathways.
    b. Ensure these areas are clearly shown on site plans.
37. Locate mechanical equipment, such as the outdoor components of heat pumps and air conditioners, vents, and service areas to minimize impacts on adjacent residential buildings by avoiding proximity to windows, doors, and usable outdoor spaces.
38. Design buildings to ensure that adjacent residential properties have sufficient visual privacy (e.g., by locating windows and balconies to minimize overlook and direct sight lines into adjacent units) and protection from light trespass and noise.
39. In cases where publicly visible parking is unavoidable, screen parking using strategies such as:
    a. Landscaping and tree planting space.
    b. Trellises.
    c. Grillwork with climbing vines.
    d. Other attractive screening with some visual permeability.
    e. Incorporating a buffer or setback from the public to adjacent neighbourhoods.
40. Integrate perimeter landscaping of similar character with the natural landscape and the landscaping of adjacent development for streetscape continuity.
41. Maintain a wide natural buffer along Millstream Road, and additional landscape treatment and berming to attenuate noise, improve aesthetics, and reduce impacts of noise, odour, or shadow.
42. Fence designs will be appropriate to their function and location, with consideration for both landscape design and sustainability principles.
    a. Where appropriate (e.g., perimeter lot fences), fences should be designed to facilitate the movement of wildlife (e.g., with a small gap at ground-level).
    b. Fences visible to the public should be screened by landscaping.
    c. Materials will be of sufficient quality, size, and strength.
43. Fence designs – including elevations, materials, and related construction details – will be submitted as part of a landscape plan.

Signage and Lighting

44. Signs may not contain or utilize any flashing, blinking intermittent or moving light as a source of illumination.
45. Locate signage below the roofline, and integrate signage with the building façade through colour and graphic style.
46. Integrate dark sky principles across site and building designs.

a. Ensure top-mounted light fixtures are fully shielded and directed away from residential or wildlife areas.
b. When top-mounted light fixtures are not feasible, use visors or other directional control devices to prevent spillage of light into the night sky.
c. Ensure on-site lighting and signs do not produce glare on neighbouring roads, properties, or the night sky.

Parking

47. Avoid locating off-street parking between the front façade of a building and streets, open spaces, or pedestrian circulation routes.
48. Where appropriate, divide large parking lots into smaller parking areas with well-integrated landscape pockets to avoid large expanses of paved areas and to provide easy accessibility to buildings.
49. Where practical, utilize landscaped swales adjacent to parking areas to maximize canopy coverage and provide cooling, GHG capture, air quality enhancement, urban habitat, stormwater capture, filtration, and infiltration.
50. Consideration may be given to the replacement of parking stalls with transportation demand management practices (e.g., transit passes, carshare) as recommended by a Parking Study.
51. Where appropriate to site uses and activities, provide secure, weather-protected bicycle and human-powered vehicle parking and amenities, including:
    a. Covered short-term parking in well-lit and highly visible locations, such as near primary building entrances.
    b. Facilities such as showers and lockers to support cycling and other forms of active transportation.
    c. Ample space and consideration for cargo bikes and other larger forms of human-powered vehicles

Transportation and Mobility

52. Provide electric bicycle and vehicle charging infrastructure in line with District, Regional, or Provincial requirements and best practices.
53. Where appropriate to site uses and activities, create enhanced pedestrian routes, including weather protection on buildings and street frontages.
54. Provide support for car-share, carpool, bike-share, and other transportation-sharing models.

Appendix C - South Highlands Local Area Plan

The South Highlands Local Area Plan refines some of the broader concepts in the Official Community Plan. To the extent of any inconsistency between the South Highlands Local Area Plan and the remainder of the Official Community Plan, the South Highlands Local Area Plan takes precedence.

c.1 Table

The Table below shows how the OCP is updated and coincides with the South Highlands Local Area Plan (SHLAP).

SHLAP	OCP Amendment
Section 1.3 Area Context and s. 3.3 Land Use Map	Designate GFL Site, Millstream Meadows, OK Industries and Millstream Industrial Park as Regenerative Development Land Use Designation on Map 2.1
Section 1.3 Area Context, s. 3.3 Land Use Map and s. 3.4.3.1	Designate Tsartlip First Nation and Crown Lands as Special Plan Area Land Use Designation on Map 2.1
Section 3.2.1 Administration and s. 3.4.1 RD – Regenerative Development	Replace Commercial Industrial policies and objectives with Regenerative Development policies and objectives in Chapter 2 and other applicable sections
Section 3.2.1 Administration and s. 3.4.2 SPA – Special Plan Area	Add Special Plan Area policies and objectives in Chapter 2
Section 3.2.1 Administration, s. 3.4.1 RD – Regenerative Development and s. 6.2.6 Sustainability and Climate Action Policies	Replace Development Permit Area 4 – Highlands Commercial/Industrial Gateway Area in section 11.6 with a New Development Permit Area 4 – Regenerative Development

c.2 South Highlands Local Area Plan

Begins next page.



c.2

SOUTH HIGHLANDS LOCAL AREA PLAN (SHLAP)

JUNE 12, 2023

DISTRICT OF HIGHLANDS

ACKNOWLEDGMENTS

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The Project Team would like to acknowledge the significant commitment and valuable contribution of the SHLAP Task Force Members:

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- Rick Lester
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1. INTRODUCTION

The South Highlands Local Area Plan (SHLAP) provides detailed policies and recommended actions to guide future land use and private and public investments in the South Highlands area for the next 20+ years.

The District of Highlands (the District) is characterized by an abundance of natural parks and large undisturbed areas that include rocky outcrops, older second growth forests, lakes, and wetlands. Highlands is surrounded by other municipalities, with Langford and View Royal to the South, Saanich to the east, and Malahat Nation and the CRD to the West, across Saanich Inlet. Additionally, the WJOŁEŁP or Tsartlip First Nation is in close proximity to the Highlands.

The South Highlands is a unique area, consisting primarily of large rural lots, industrial sites, rural residential properties, and a golf course. The area is in a time of significant land use tension and transition. Recent rezoning applications (not approved) and mines permit applications (approved) have resulted in substantial unrest and uncertainty in the community with regard to future development and land use. This recent history is the primary catalyst for this Local Area Plan (LAP). In response, the SHLAP is an important tool to create a common vision and guide future land use decisions in the District.

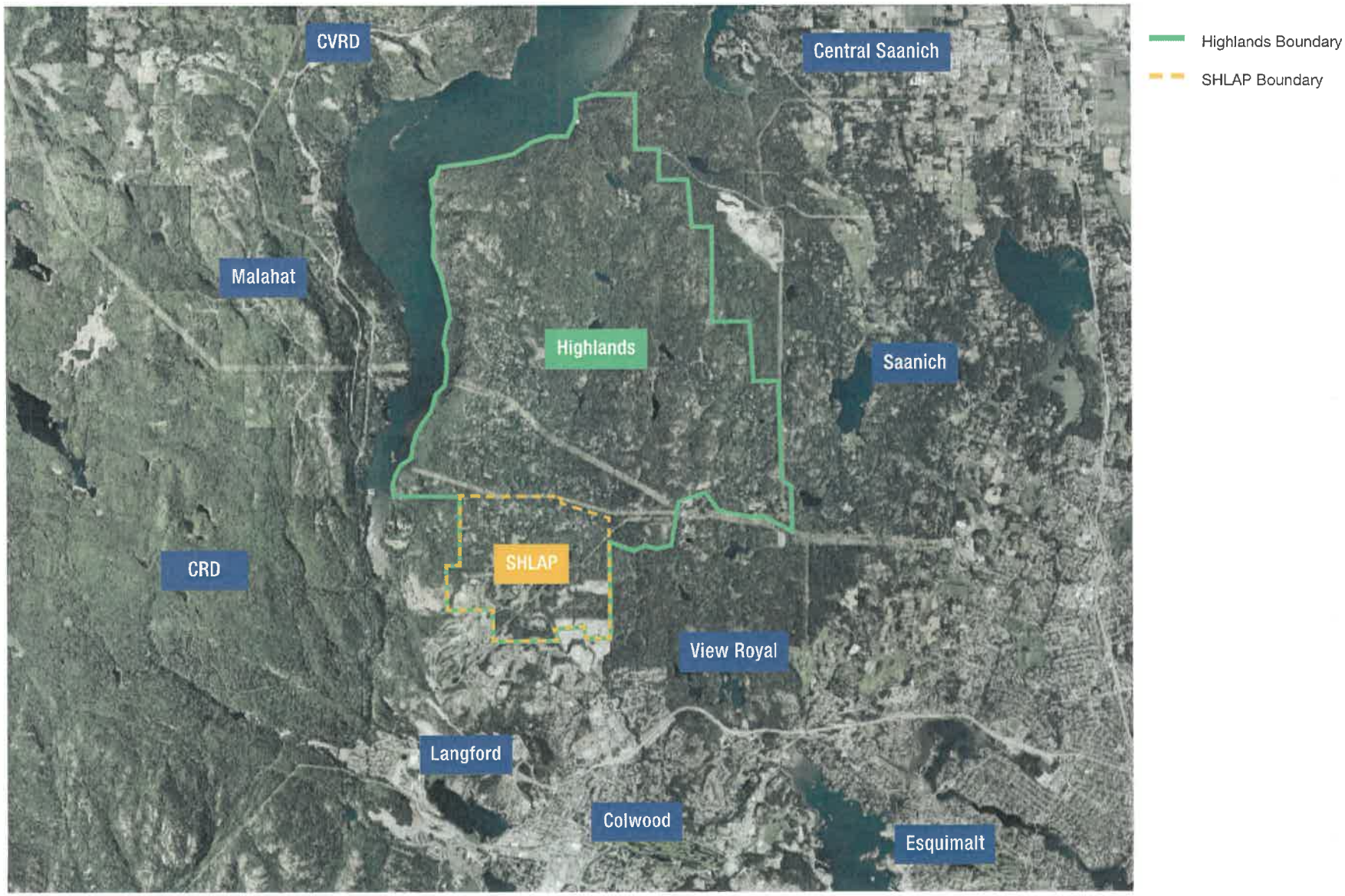
In early 2020, the District commenced the LAP. Community consultation was central to the process, with a community Task Force playing a key role. The engagement process included multiple opportunities for dialogue and engagement, with residents, landowners, employees, and other stakeholders providing feedback via a project launch event, two community surveys, a stakeholder workshop, targeted stakeholder interviews, and other online engagement. The Project was undertaken during changing public health orders in response to the COVID-19 pandemic, posing multiple challenges and barriers to engagement across the Project lifespan.

Through this process, the community made its values clear, including protecting the natural environment and finding innovative ways to approach the challenges of the future as related to the climate emergency. As a result, this Plan aims to bridge a gap between the current model of land development and resource extraction with a future focused on protecting natural spaces and ecological recovery.

This Plan is based on community input, as well as contemporary best practices, policy directions, and planning principles. The policies and strategies seek to strengthen the long-term vitality and resilience of the area while being consistent with community-based goals, values, and principles.



LOCATION CONTEXT MAP



1.1 HOW TO USE THIS PLAN

The SHLAP serves as a guide for future decision making and investment within South Highlands. The Plan provides clear goals, guidelines, policies, and strategies to help achieve the vision for the area.

1.1.1 What is a Local Area Plan?

Local Area Plans (LAPs) provide direction for how a particular area will be managed over time. They typically include detailed guidelines and policies to direct the land use, transportation (including cycling, walking, transit), parks and open spaces, design, and other planning elements in the area. An LAP further refines the high-level directions found in the documents such as the Highlands Official Community Plan (OCP) and Integrated Community Sustainability Plan (ICSP) and applies those refined policies to a specific neighbourhood. The SHLAP seeks to achieve the Policies, Goals and Objectives of the OCP and ICSP, while also recognizing the specific opportunities and constraints of a defined area.

1.1.2 Who is the Plan for?

The SHLAP is intended to work as a guide for citizens, landowners, and District staff when contemplating development proposals and applications in the Plan Area. This Plan should be reviewed against private and public land use applications; capital works projects; and community improvement and development projects.

The Plan advances the implementation of OCP and ICSP Goals and Objectives as well as District initiatives as South Highlands changes over time. Finally, the Plan outlines the planning and design standards and expectations within the South Highlands Area to be considered by the District to facilitate achieving the Plan vision.

1.1.3 Understanding Policy Language

Where a descriptive section or image accompanies a policy, it is provided for information purposes only to enhance the understanding of the policy. Where "should" or "may" is used in a policy, the intent is that the policy is encouraged but can be adjusted where circumstances provide for courses of action that would satisfy the general intent of the policy.





1.2 CONTEXT

The SHLAP was developed at a time of transformation for the South Highlands and the region. During the development of this Plan, the region experienced:

a. An increased demand for gravel and asphalt as a result of increased land and housing development; and

b. A shortage of land for industrial development.

Additionally, both the Highlands and the Capital Regional District (CRD) declared a climate emergency and set objectives and goals respectively to be carbon neutral by 2030.

Meanwhile, the effects of climate change were seen in the record heat wave of June 2021 and massive flooding events in Southern BC during November 2021.



As a result, the Plan needed to respond to opposing interests related to:

a. Pressure for continued economic growth and resource extraction associated with development; and

b. Interest in protecting intact natural systems that contribute to making this planet habitable.

The Plan offers a balanced approach that transitions commercial industrial designated lands to a new designation that supports ecological protection and regenerative development. This approach leaves future Highlands Councils with some ability for adjustment as the severity of the climate emergency, and the values and costs of reforestation and ecological recovery become clearer.

A major limitation of immediately shifting to protecting natural systems and limiting development is the uncertainty surrounding future government support to incentivize ecological recovery, making land use decisions difficult.

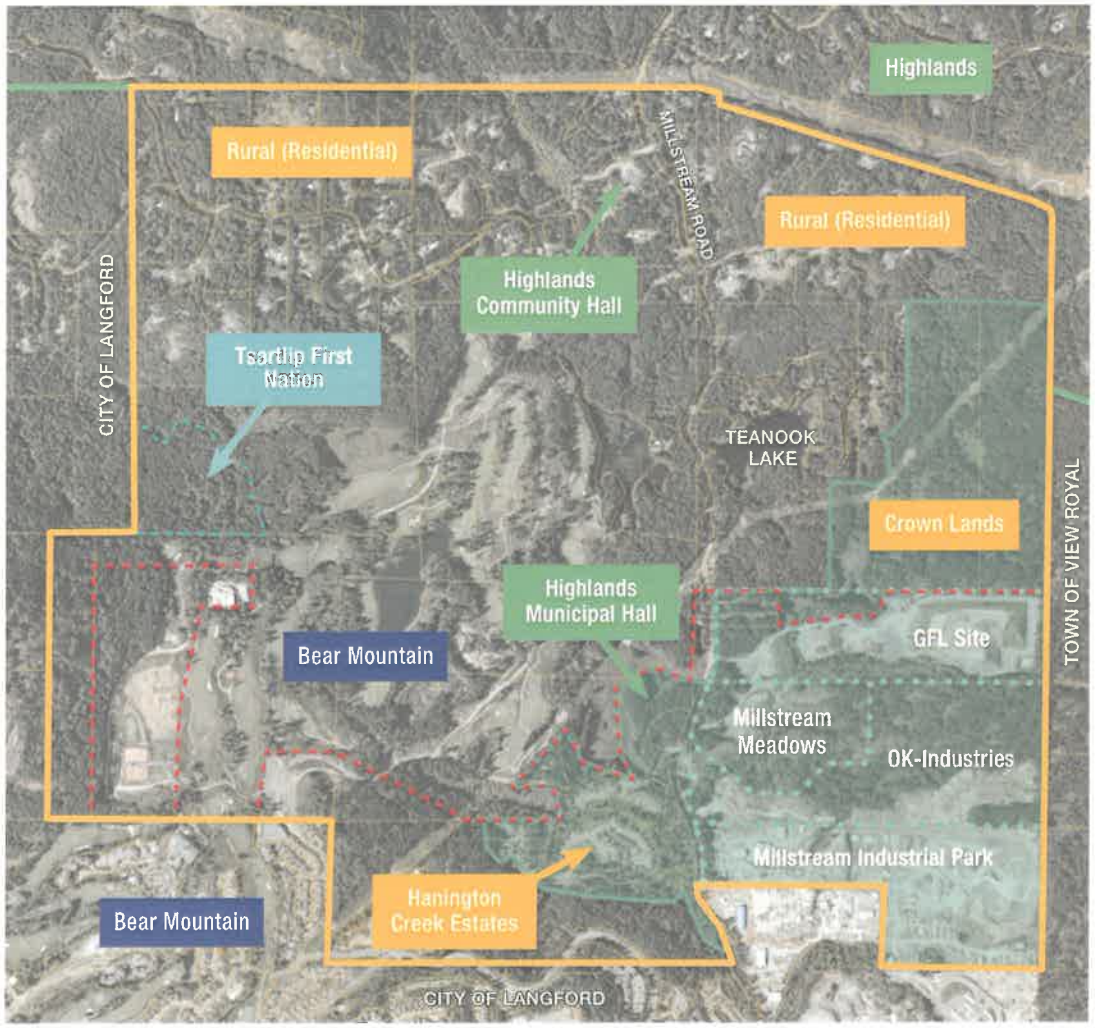
1.3 AREA CONTEXT

1.3.1 Plan Area

The Plan Area is outlined on the right, and shows both an LAP Boundary (i.e., the study area or LAP Area) and an LAP Focus Area (i.e., the area of emphasis).

Outside of the Focus Area, the study area primarily consists of rural residential properties, the Bear Mountain Golf Course and Ecoasis development areas, and community uses and amenities (e.g., community hall), as well as a large property owned by Tsartlip First Nation. The Focus Area primarily consists of industrial/ commercial lands (in terms of active uses and/or current policy direction), Hanington Creek Estates, and two large parcels owned by the Province. The Focus Area was emphasized throughout the SHLAP process.

STUDY AREA MAP



LAP Boundary

Focus Area Boundary

Highlands Servicing Area (Reference Only)

Tsartlip First Nation Owned Lands



1.3.2 History

FIRST NATIONS

The District of Highlands lies within the traditional territory of the WSANEC (specifically Tsartlip and Malahat Nations) and, to a lesser extent, Lekwungen peoples, who both have a rich cultural and spiritual connection to the lands that are now known as the Saanich Peninsula and Gulf Islands, and the surrounding sea, extending back in time over thousands of years.

Today, the Highlands is within closest proximity to the WJOŁEŁP or Tsartlip First Nation, which have a strong, distinct sense of community and culture.

EARLY SETTLERS

In 1852, the Douglas Treaty with the WSANEC peoples specified that hunting and gathering could be carried out in traditional areas on "unoccupied" lands. The Highlands quickly became "occupied" and supplanted First Nation use of the area. By the 1880's the Highland Land District had surveyed properties, generally 160 acres, and these lands were made available to early settlers. Many of these early settlers left their mark on the Highlands today in the form of place names.

INCORPORATION & RURAL VISION

From the 1940's, parts of the South Highlands has seen unregulated and regulated disposal of various liquid and solid waste materials. During the 1980's, parts of the South Highlands were considered for possible urban settlement.



The Highlands was incorporated as a District municipality in 1993. Shortly after, the District completed its first OCP in 1997 – and its first policy goal was to protect the natural environment. This resulted in large rural lot sizes and the creation of large parks and conservation areas. Today, Highlands remains one of the least developed areas of the Greater Victoria Region.

1.3.3 Development Context

OK INDUSTRIES / MILLSTREAM MEADOWS

OK Industries and Millstream Meadows (owned by the Capital Regional District) make up a majority of the Focus Area. A joint rezoning application in 2015 (not approved) and mines permit application by OK Industries in 2017 (and approval in 2020) has resulted in substantial uncertainty in the community with regard to future development and land use. This recent history is the primary catalyst for this LAP and directs the Focus Area to the southeast portion of the District.

BEAR MOUNTAIN

The Bear Mountain Golf Course and development area makes up a significant portion of the LAP Area. Future development of this area is controlled by a combination of Highlands OCP, Zoning Bylaw, and a legal development agreement. As a result, this portion of the LAP area has been excluded from the Focus Area, despite its relative prominence.

1.3.4 Policy Context

The SHLAP is intended to identify and inform potential future amendments to existing policy (e.g., Highlands Official Community Plan).

EXISTING OCP LAND USE

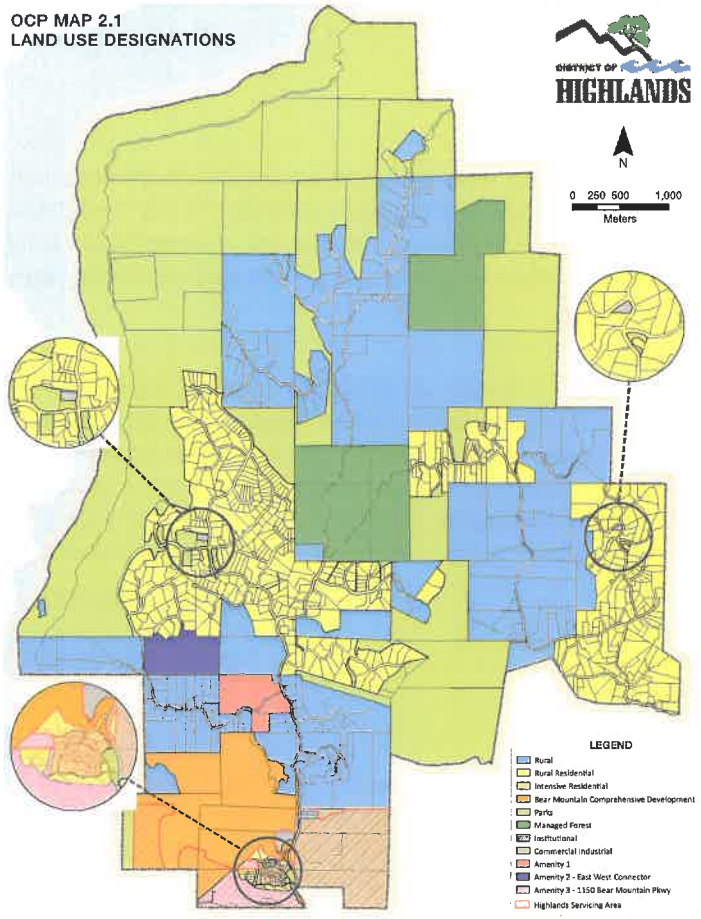
The OCP states that the opportunity to live near nature and enjoy a rural lifestyle is highly valued in the Highlands. This is seen in the large lot sizes, expansive natural areas, and balance of agricultural and forestry uses typical of rural communities. Public engagement over the past decade strongly demonstrates that people have chosen a rural lifestyle and wish to see this choice available to future residents. As such, residents expect a land use policy framework that responds to this vision and respects the needs of a rural lifestyle.

OFFICIAL COMMUNITY PLAN: KEY DIRECTIONS

Key guiding policies, currently in the OCP, include the following:

- The Highlands Vision describes a primarily residential community, rural in nature, that will strive to diversify its economy while preserving its natural systems.
- The Highlands will provide for an adequate tax base, including light industrial, related commercial and nature-related recreational uses in some areas of the Highlands in order to support basic, affordable, municipal services and facilities.
- Generally, the District encourages all buildings to leave a small footprint on the landscape and be built with energy efficient standards that represent industry best practices.
- The District will provide sufficient park lands and trails for its community and work to protect and conserve local ecosystems.
- For Commercial Industrial Land Use (in the Focus Area), which may be subjected to amendments:
  - The Highlands Commercial-Industrial Gateway Area should be redeveloped with a range of light industrial and service commercial uses including green-economy based industries that are more consistent with the character of the Highlands.
  - Landowners are encouraged to coordinate their business operations, land planning and servicing, which should be placed underground.
  - Landscaping and screening of existing native vegetation will be maintained on any borders of the area and adjacent uses to prevent visual and noise intrusion of commercial and industrial uses.

OFFICIAL COMMUNITY PLAN (OCP) MAP



See the OCP Map 2.1 for a full version of the OCP Land Use Map.





INTEGRATED SUSTAINABILITY PLAN: KEY DIRECTIONS

An Integrated Community Sustainability Plan (ICSP) is a framework that helps guide the community toward its articulated vision of a successful and sustainable future.

Key guiding principles include the following:

- **Intergenerational equity** - providing future generations with the same environmental potential as presently exists
- **Decoupling economic growth from environmental degradation** - managing economic growth to be less resource intensive and less polluting
- **Integration** - integrating environmental, social and economic sectors when developing sustainability policies
- **Ensuring environmental adaptability and resilience** - maintaining and enhancing the adaptive capacity of the environmental system
- **Preventing irreversible long-term damage** - to ecosystems and human health
- **Ensuring distributional equity** - avoiding unfair or high environmental costs on vulnerable populations
- **Accepting global responsibility** - and assuming responsibility for environmental effects that occur outside areas of jurisdiction
- **Education and grassroots involvement** - people and communities investigating problems and developing new solutions

HIGHLANDS PARKS, TRAILS, AND RECREATION: KEY DIRECTIONS

The District of Highlands has three master plans guiding parks, recreation, and trail development including the Parks and Recreation Master Plan, Trails Master Plan, and the Roadside Trail and Cycle Network Master Plan.

Key guiding directions include the following:

- The Master Plans envisage a system of parks, protected areas, trails, and facilities that will provide recreation opportunities for the residents of the Highlands and Capital Region.
- Continue to place a high priority on the conservation of the natural ecosystems of the Highlands in parks and other conservation areas.
- Encourage recreational activities that do not compromise the integrity of the natural environment.
- To take advantage of opportunities to add to the municipal parks and trail systems.

1.4 PROJECT PROCESS

The Project process was rooted in a community-driven approach to developing the final Plan.

The adjacent timeline illustrates this process – the core of which was the community consultation. In addition to these steps, the Project Team worked collaboratively and iteratively with District staff to refine the Project. Key stakeholders were directly engaged to provide input, including the Highlands Council, the Capital Regional District, and landowners within the Plan Area.

The majority of the SHLAP process was undertaken during the height of the COVID-19 pandemic. This posed numerous challenges to engagement, and, in response, the consultation process was adapted to heavily rely upon digital tools.

The final SHLAP was directly informed by the outcomes of the engagement process along with contemporary best practices, neighbourhood planning principles, consultant analyses, and staff input.

1.4.1 CONSULTATION

As seen in the adjacent diagram, the SHLAP Project process engaged a cross-section of the Highlands public including a Task Force, Stakeholders, and general public. The SHLAP Task Force played a key role in the development of the Plan.

TASK FORCE

A Task Force made of residents and landowners and was established to guide the development of the Plan, and provide input at key stages. The conduct of Task Force meetings was in general compliance with Council Procedure Bylaw No. 251. Over the course of the planning process, twelve Task Force Meetings were held from February 2020 to May 2022.

Task Force voting members, selected by Council, were based on a process that sought to achieve a broad range of views. Non-voting members were made up of Council representatives, District of Highlands planning staff, and Project consultants.



BACKGROUND ANALYSIS | UNDERSTANDING THE CONTEXT

July-Aug 2020 - Project Team

Technical analysis of existing conditions to better understand the LAP context and identify key challenges and opportunities. Outcomes will inform the content of the subsequent consultation events.



IDEAS FAIR | VISIONING & ISSUE IDENTIFICATION

September 2020 - Public

An interactive consultation event to harvest public feedback and generate high-level directions and big ideas for the future of South Highlands.



POP-UPS & SURVEY | HARVESTING FEEDBACK

September-October 2020 - Public

Pop-up events (or alternative digital events), along with a widely-circulated survey, extended the reach of the Ideas Fair to the wider community. Directions from the public helped form the base for discussions during the Stakeholder Workshop.



STAKEHOLDER WORKSHOP | GENERATING DIRECTIONS

November 2020 - Stakeholders

An interactive workshop helped to refine high-level directions into possible land use scenarios for the South Highlands. A set of key elements and scenarios was developed for use in the Early Directions Survey.



EARLY DIRECTIONS SURVEY | REFINING DIRECTIONS

Fall 2021 - Public

A second large public online event allowed residents to share feedback and comment on the early LAP directions generated from the workshop and Ideas Fair. A digital survey extended the reach of the gallery within the community. Further consultation with District Council also helped to inform and refine directions.



ONLINE ENGAGEMENT | REVIEWING THE DRAFT

Summer 2022 - Public

Once a draft LAP is developed, an online consultation is facilitated to give the public opportunity to comment on and discuss the draft Plan prior to the final round of revisions.



COUNCIL PRESENTATION

February 2023 - Public

The final SHLAP will be presented to Council at a public meeting.

2. PLANNING & DESIGN FOUNDATIONS

Throughout the Project process, the community provided input on the future vision of the area, as well as the core values and principles that should guide public and private investment.

2.1 THE 2050 VISION

South Highlands is a primarily rural residential community set within healthy forest ecosystems. Those who live in South Highlands highly value the natural environment and rural lifestyle. We are actively involved in the community and work with our neighbours to achieve common goals.

After many years of environmental stress on the landscape, the Gateway Area is a model of regenerative development. Some areas have been restored and managed through re-wilding and community-based climate action. And, other areas are regenerative economic hubs that strive to prioritize ecological health, while integrating with the rural nature of the area.

As stewards of the natural environment, we continue to protect the land and water to ensure its health and integrity for future generations. As community members, we continue to steward and establish open spaces, connected trails, and outdoor recreation amenities, while seeking other opportunities – such as alternative forms of housing – to support the needs of our community.



WHAT IS REGENERATIVE DEVELOPMENT?

A key term used in the 2050 Vision and policies of this document is Regenerative Development.

The term "development" generally refers to the use of resources (e.g., land development, agriculture) to improve the wellbeing of a society.

Regenerative Development is a development paradigm that seeks to push beyond sustainable development. While sustainable development focuses on development that protects the ability of future generations to develop and use resources, ***regenerative development focuses on*** the use of holistic processes to create feedback loops between manufactured, financial, social, human, and natural capitals that are mutually supportive, increasing the capacity of the underlying systems of each capital.

2.2 GOALS

The Plan Goals are the high-level outcomes that the SHLAP policies should seek to achieve in order to move toward the 2050 vision.



BUILD COMMUNITY AND CELEBRATE OUR RURAL LIFESTYLE



PROTECT WATERSHED AND AQUIFER HEALTH



STRENGTHEN ENVIRONMENTAL HEALTH, INTEGRITY, AND CONSERVATION

2.3 PRINCIPLES

The Plan Principles are the guiding rules to follow in order to achieve the Project goals and vision.



ENVIRONMENTAL HEALTH

Prioritize ecological health and integrity through environmental protection, restoration, and management.



SUSTAINABLE SITES

Ensure that the use of land, including the design of buildings, utilizes the latest strategies for reducing impacts on ecological systems, including stormwater management, energy efficiency buildings, renewable energy generation, and use of sustainable materials.



NET ZERO & NET POSITIVE

Seek land use outcomes that are "net zero" or "net positive" based on the full accounting of environmental, social, and economic impacts – i.e., they provide more benefit than cost.



SYSTEMS THINKING

Respect and seek to account for the connections between different complex systems around us, especially the nested environmental, social, and economic systems that relate to land use decisions.



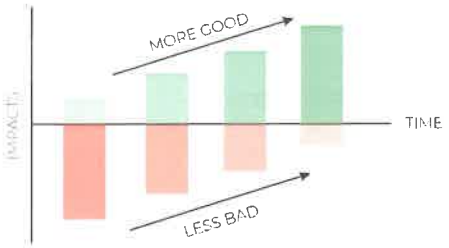
REGENERATIVE LAND STEWARDSHIP

Adhere to a stewardship approach to land management, in which the health of the land and community are paramount – rather than a paradigm of urban development and growth.

NET ZERO AND NET POSITIVE

According to the UN World Commission on Environment and Development, sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs. To pursue sustainability through land use is to create and maintain conditions in which humans and nature can exist in productive harmony.

The terms net zero and net positive are used in this Plan to provide an aspirational framework for sustainable land use in the District, in which the outcomes of land use provide equal or greater benefits than costs to current environmental, social, and economic conditions. Overall, the framework seeks "more good" outcomes over time.



Net zero and net positive are typically evaluated in terms of energy use or carbon emissions; however, in this Plan, these terms will be considered across multiple environmental, social, and economic dimensions. Net zero actions should seek to reduce all impacts (e.g., emissions) to zero but need to balance positive and negative outcomes (e.g., emitting carbon through on-site operations while capturing carbon through on-site re-greening). Similarly, net positive actions must have greater positive than negative outcomes. This framework should be viewed in tandem with the ICSP.

Assessing net zero and net positive land use outcomes relies on definitions of environmental, social, and economic sustainability as outlined below.

ENVIRONMENTAL

Living within the means of natural systems and resources. Achieving environmental sustainability means that consumption of natural resources (e.g., materials, energy fuels, land, water) happens at a sustainable rate (i.e., more gains than losses). Humans play a crucial role in protecting, regenerating, or interacting with ecosystems over time.

SOCIAL

The ability of a community or organization to persistently achieve a high standard of social well being. Achieving social sustainability means that the social needs of people in a community or organization are met, upheld, and maintained over time.

ECONOMIC

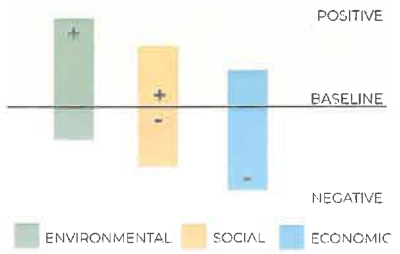
A community or organization using its resources efficiently and responsibly so that it can function while meeting collective and individual needs. Without meeting its needs, an organization cannot sustain its activities. Without acting responsibly, an organization will not be able to meet its members' needs or sustain its activities over time.

Baseline

In this Plan, the baseline for assessing net zero and net positive land use and activities is current environmental, social, and economic conditions.

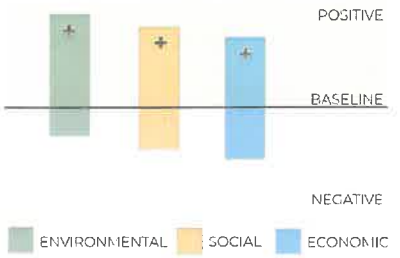
Net Zero

To achieve net zero, land use outcomes must balance benefits and gains (relative to costs and impacts) across environmental, social, and economic conditions in comparison to baseline conditions.



Net Positive

To achieve net positive, land use outcomes must provide benefits and gains (relative to costs and impacts) to each environmental, social, and economic conditions in comparison to baseline conditions.



3. LAND USE

This section provides detailed land use policies that serve to guide future decision-making regarding development and environmental stewardship in the Plan Area.

The following principles and policies prioritize protection and restoration of the natural environment, while allowing for some low-impact and regenerative development. These policies should also be viewed in tandem with other District policies including the OCP and Integrated Community Sustainability Plan.

3.1 LAND USE PRINCIPLES

The land use principles are the guiding rules to follow in order to achieve the Project goals and vision.



RESPOND TO THE CLIMATE EMERGENCY

Respond to the climate emergency by prioritizing environmental values (i.e., over economic values) and being open to innovative and emerging land uses and perspectives.



ENSURE ENVIRONMENTAL PROTECTION & RESTORATION

Maximize ecological health through land stewardship, regenerative practices, and contained development.



TRANSITION TO REGENERATIVE DEVELOPMENT

Foster regenerative development through, for example, high performance buildings, sustainable site design, and/or innovative on-site activities and programming (e.g., waste management).

3.2 GENERAL LAND USE POLICIES

3.2.1 Administration

1. The land use designations and accompanying policies of this section should inform all development application decisions in the Plan area. The land use boundaries and land uses established may be adjusted to account for unique circumstances, adaptability over time, and flexibility of implementation, so long as the intent of the policy is achieved and is consistent with the foundations, goals, principles, and policies of this Plan.
2. The District may amend OCP policies and Development Permit Area guidelines to be consistent with this Plan, including Chapter 2 Land Use and DPA 4 Highlands Commercial/Industrial Gateway Area.
3. The District may create a net zero and net positive evaluation/assessment tool.
4. In assessing land use applications, the District should prioritize the three pillars of sustainability in the following order:
    a. Outcomes that move environmental conditions toward greater health and resilience.
    b. Outcomes that move social and community conditions toward greater well-being and resilience.
    c. Outcomes that move economic conditions toward greater prosperity and resilience.
5. Where a policy requires submission of studies, analysis, or other information, the District may determine the requirements and timing of the studies, analysis, or information.
6. At the time of Zoning amendment and Development Permit application, applicants may be asked to provide the following:
    a. Detailed Landscape Plan.
    b. Integrated Stormwater Management Plan.
    c. Transportation Plan.

The SHLAP refers to "land use" as well as land use "activities" and "programming".

WHAT IS LAND USE?

Land Use is the term used to describe the planned (i.e., policy) or regulated (i.e., zoning) human uses of a property. Land use tends to refer to the high-level uses (e.g., residential, commercial, parks, institutional) or more specific permitted uses (e.g., office, warehousing, single family dwelling).

WHAT ARE LAND USE ACTIVITIES AND PROGRAMMING?

In this Plan, land use "activities" and "programming" are terms used to describe the site-specific activities, systems, and programs occuring on a particular property as part of its permitted land use.

For example, an industrial site may have specific uses, such as manufacturing and warehousing of widgets, along with onsite activities and programming, such as waste management and water systems, energy systems, recreational trails, agricultural activities, and transportation programs.

On-site activities and programming are key factors in assessing the sustainability of a particular site or land use.

3.2.2 Infrastructure

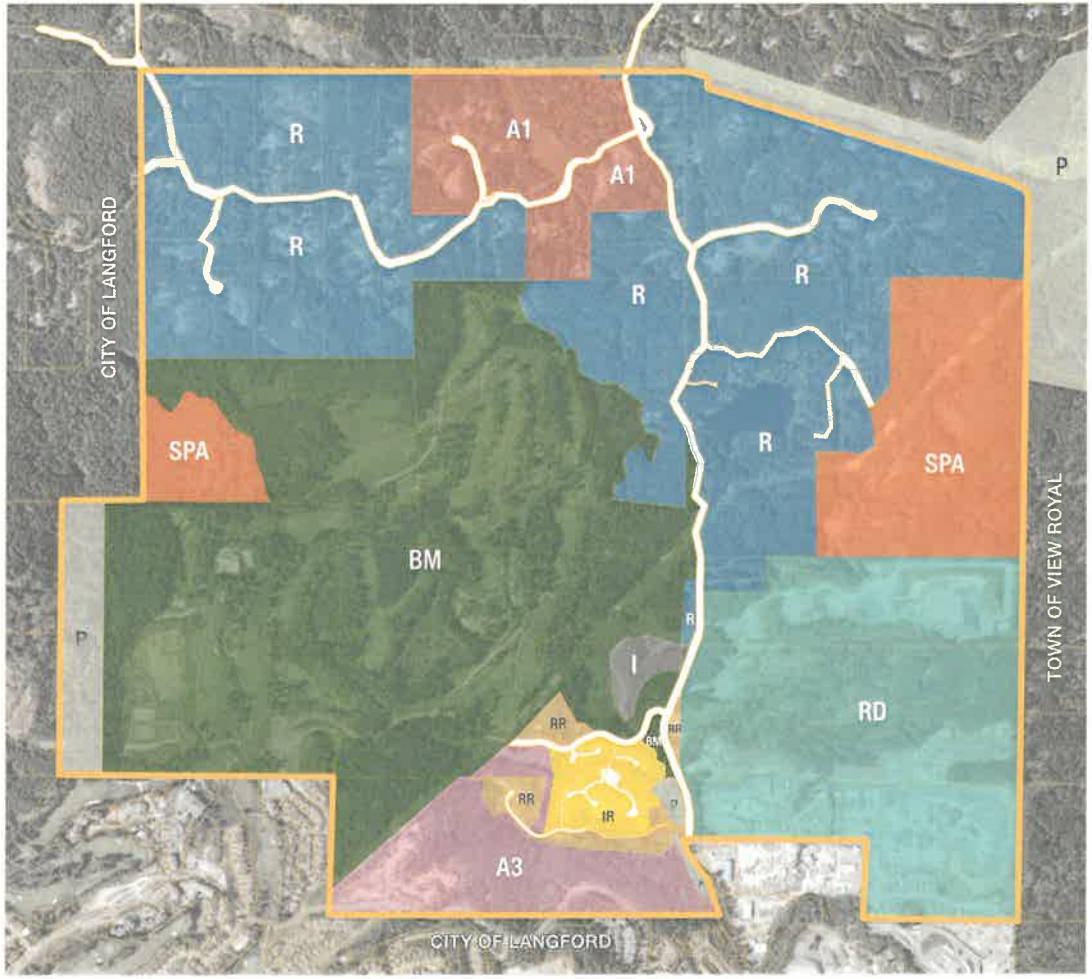
1. The District will not support any expansion to the Highlands Servicing Boundary.

3.2.3 Community Amenity Contributions

1. During zoning amendment process, the District may negotiate with all applicants for the provision of Community Amenity Contributions ("amenity contributions") according to the District's Amenity Rezoning Considerations Policy.
2. The District may update the District's Amenity Zoning Considerations Policy with the guidelines below to provide better direction for negotiating community amenity contributions:
    a. The provision of semi-public open spaces may be considered an amenity only where a legal arrangement has been established on title to preserve public access.
    b. The provision of parkland beyond the statutory requirement (5% dedication) during subdivision may be considered an amenity.
    c. The provision of public art may be considered within public or private space may be considered an acceptable component of an amenities package, with approval from the District and a binding agreement that includes provisions to ensure the long-term maintenance or replacement of the artwork.
    d. Other amenities that might be considered acceptable include but are not limited to functioning natural habitats, landscape-based stormwater and wastewater management, affordable housing units, and childcare facilities.
    e. Amenities provided off-site should not be considered as environmental offsets to on-site impacts and outcomes.



3.3 LAND USE MAP



RD - Regenerative Development

- Prioritize environmental restoration through redevelopment
- Support regenerative uses, activities, and on-site programming
- Value and account for ecosystem services
- Seek innovative & emerging opportunities for stewardship and climate action
- Secure community amenities and benefits

SPA - Special Plan Area

- Require dedicated future site-specific planning process

A1 - Amenity 1

- Maintain OCP policies and encourage further community uses

R - Rural

- Maintain OCP Policies

RR - Rural Residential

- Maintain OCP Policies

BM - Bear Mountain

- Maintain OCP policies

P - Parks

- Maintain OCP policies

I - Institutional

- Maintain OCP policies

IR - Intensive Residential

- Maintain OCP policies

A3 - Amenity 3

- Maintain OCP policies

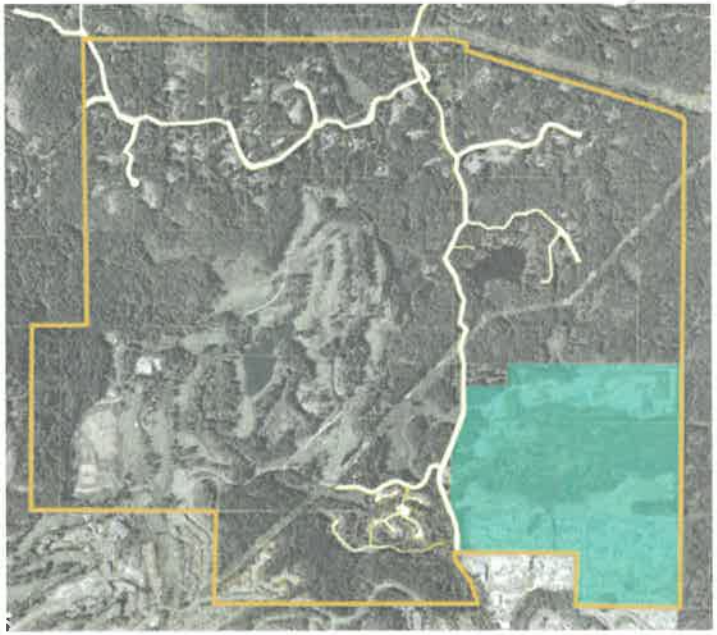
3.4 LAND USE POLICIES

3.4.1 RD - Regenerative Development

The Regenerative Development designation is intended to prioritize responding to the climate emergency through net positive land use outcomes. This can be done through environmental restoration, regenerative uses and activities, accounting for ecosystem services, accommodating innovative and emerging solutions, and securing community amenities and benefits.

3.4.1.1 POLICIES

1. Support a variety of land uses and on-site activities that:
    a. Achieve net positive outcomes (see section 2.3. for definition).
    b. Achieve site restoration including re-wilding of features or areas on a site.
2. All new developments should:
    a. Incorporate high performance and healthy buildings standards to improve energy efficiency and occupant well-being (see section 3.6. Regenerative Design Gallery for examples).
    b. Adhere to sustainable site design best practices, including the incorporation of 'green' infrastructure to manage stormwater and enhance environmental values (e.g., water quality, habitat).
    c. Retain and enrich on-site biodiversity by proactively responding to the shifting needs of a natural, healthy environment and changing climate.
    d. Reduce development impacts on the natural environment by ensuring that potential adverse effects of on-site activities are avoided or offset by regenerative activities.
    e. Have on-site activities and programming that promote resource efficiency and circular economy practices that combine economic growth, social responsibility, and environmental protection (e.g., circular waste management).
3. The District may develop new design guidelines and identify necessary development permit area guideline amendments.
4. Appreciate the beneficial role of the natural environment on the community's general well-being and foster active participation in its guardianship for future generations.
5. As part of a zoning amendment application, the District may require an Environmental Stewardship Plan to address topics such as (but not limited to):
    a. Invasive species management.
    b. Stormwater and surface water management.
    c. Tree canopy coverage.
    d. Habitat and environmental restoration.



RD - Regenerative Development

- Prioritize environmental restoration through redevelopment
- Support regenerative uses, activities, and on-site programming
- Value and account for ecosystem services
- Seek innovative & emerging opportunities for stewardship and climate action
- Secure community amenities and benefits





CASE STUDY - FINLAND REWILDING AFTER MINING[1]

The Finnish community of Selkie is leading the rewilding of rivers, lakes and carbon-rich peatlands damaged by mining.

North Karelia, located in Eastern Finland, has been the traditional homeland of the Sámi, Karelian and Savo-Karelian peoples. The people of North Karelia have enjoyed a deep and rich connection with nature through the ages. Seasonal hunting, fishing, gathering activities and, in more recent times, small-scale agriculture, have formed the basis of life in a region rich in boreal forest, lakes, rivers and marsh-mires.

North Karelia has also been a central location in recent Finnish mining history for both peat and minerals, suffering major impacts as a result.

Finland emerged as a 'land of opportunity' for international and domestic mining in the 2010s, due to the legal reforms encouraging mining company access and investment, the downscaling of independent environmental authorities and a lack of existing social and legal rights of local communities.

The trend of increasing ease of access to mineral resources is expected to intensify in future as geopolitical interest in the boreal and Arctic peripheries grows. These regions contain much of the planet's untapped mineral wealth.

In response to these new realities, Finland and North Karelia have seen the emergence of local and global actions challenging this new wave of extractivism.

This resistance has yielded early victories, for example in the village of Selkie, where the community has succeeded in restoring a whole river catchment area to health after it was damaged by peat mining and ditching for industrial forestry.

Through a restoration program bringing together traditional knowledge and science, the area has enjoyed a dramatic and rapid return to health. It has quickly become a highly regarded wetland habitat for rare birds and mammals, including sandpipers, northern pintails and wolverines.

The benefits of co-management and restoration go far beyond these measurable environmental outcomes. The development of the co-management council has changed how local-traditional knowledge is recognized and valued.

Beyond North Karelia, the successes of the Linnunsuo and Jukajoki restorations to-date has stimulated a national program of landscape rewilding in Finland to alleviate the damage caused to Finnish marsh-mires and wetlands by extractive activities.

As of February 2019, the areas under restoration totalled more than 600 hectares in area. In time, these sites will emerge as Indigenous and local community conserved areas, managed and cared for by communities like Selkie.

[1] https://theecologist.org/2019/oct/16/rewilding-finland-after-mining



CASE STUDY - DORNEY POCKET REWILDING VISION[2]

The Berkshire village of Dorney lies north of the River Thames, to the southeast of Slough and northwest of Windsor. The village was founded on low gravel islands, surrounded by alluvium, on the historic Thames floodplain. The Dorney Boreholes draw water from the gravel, which is then piped to the Dorney Water Treatment Works. The areas around Dorney were traditionally managed as grazing and hay meadows. Without intervention, the site will revert to dense, low biodiversity scrub within 10 to 15 years.

A plan was developed to produce a "pocket rewilding" vision and management plan for the 22-hectare site which had been grazed by horses until 2015. Grounded in rewilding principles, and inspired by site visits, conversations with local stakeholders and drone imagery, the vision and plans seek to "steer" natural processes to create a rich and dynamic rewilding area that can act as a role model for recovering nature on smaller areas of land. Realization of the vision will also lead to the creation of a precious natural asset for the local community.

The Dorney rewilding vision proposes an innovative, three-phase pocket rewilding process. This would lead to a dynamic and diverse area of groves, meadows and bushy thickets and thereby provide an array of microhabitats for wildlife. Phases one and two would involve "resetting" natural processes – "pushing" areas where the development of scrub is sparse back towards meadow and "steering" areas where scrub is forming – with additional planting designs – towards the establishment of thickets, copse and oak groves.

The Dorney rewilding vision will not only benefit wild nature, but also the local community and visitors. The COVID-19 pandemic has shown how important it is that we maintain our connection with nature, which helps to promote both mental and physical health. As the Dorney site becomes progressively wilder it will support an ever-growing range of activities, enhancing wellbeing and generating a sense of place and social cohesion; the mosaic of meadows and thickets will enable informal wandering and relaxation, areas of vegetation will emerge that will be ideal for school and/or therapeutic activities, orchards and berry-generating bushes will support foraging for seasonal activities such as jam and Christmas wreath-making, and the ever-changing nature of the site will create a wonderful asset for nature photography and recording.

[2] https://ecosulis.co.uk/case-studies/dorney-pocket-rewilding-vision-for-thames-water/

3.4.2 SPA - Special Plan Area

The Special Plan Area designation is intended to require a future site-specific planning process.

3.4.2.1 GENERAL POLICIES

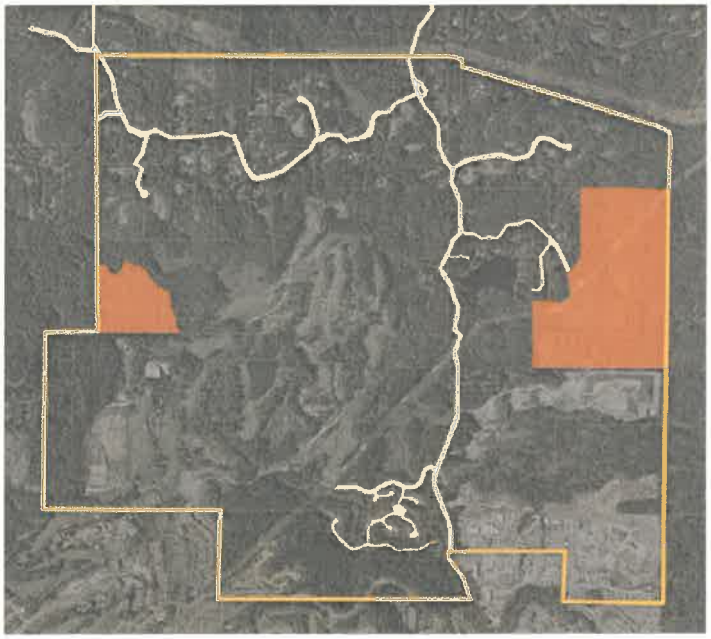
1. Special Plan Area sites require a future, site-specific process to develop a Special Area Plan to establish the future vision, land use, and other relevant directions for these sites.
2. Future Special Area Plans should be consistent with the vision, direction, and policies of this Plan.

3.4.2.2 TSARTLIP SPA POLICIES

1. The Tsartlip SPA process should involve intensive consultation and collaboration with Tsartlip First Nation.
2. The Tsartlip SPA should seek to meaningfully support Tsartlip in its community goals and the process should be undertaken in the spirit of reconciliation.

3.4.2.3 CROWN LANDS SPA POLICIES

1. The Crown Lands SPA process should involve intensive consultation with the landowners of the SPA lands and engagement with the wider Highlands community.
2. The Crown Lands SPA should give consideration for conservation lands and community housing (e.g., housing for residents that actively contribute to the Highlands community). See section 3.5 Housing for more information.



SPA - Special Plan Area

- Require dedicated future site-specific planning process
- Support plans consistent with the vision, goals, and principles of the SHLAP

3.4.3 R - Rural

3.4.3.1 GENERAL POLICIES

1. Lands designated as Rural should maintain all OCP policies.
2. Amend OCP to designate Tsartlip and Crown Lands as SPA.

3.4.4 RR - Rural Residential

3.4.4.1 GENERAL POLICIES

1. Lands designated as Rural Residential should maintain all OCP policies.

3.4.5 IR - Intensive Residential

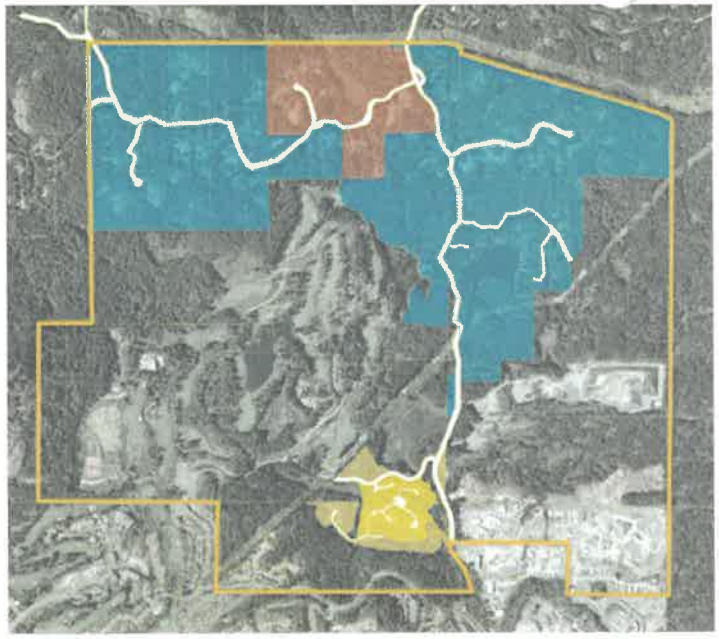
3.4.5.1 GENERAL POLICIES

1. Lands designated as Intensive Residential should maintain all OCP policies.

3.4.6 A1 - Amenity 1

3.4.6.1 GENERAL POLICIES

1. Lands designated as Amenity 1 should maintain all OCP policies and objectives to:
   a. Provide appropriate amenities that offset negative impacts of development.
   b. Further municipal policies as described in the OCP.
   c. Assist integrating any development into the community.
2. The District may consider the addition of new community and institutional uses, such as:
   a. Community and recreational spaces (both indoor and outdoor).
   b. Municipal facilities (e.g., municipal hall, fire hall).
   c. Community housing. See section 3.5 Housing for more detail.



A1 - Amenity 1

- Maintain OCP policies and consider further community uses

R - Rural

- Maintain OCP Policies
- Amend OCP to designate Tsartlip and Crown Lands as SPA

RR - Rural Residential

- Maintain OCP Policies

IR - Intensive Residential

- Maintain OCP policies

3.4.7 BM - Bear Mountain

3.4.7.1 GENERAL POLICIES

1. Lands designated as Bear Mountain should maintain all OCP policies.

3.4.8 P - Parks

3.4.8.1 GENERAL POLICIES

1. Lands designated as Parks should maintain all OCP policies including:
   a. Support the use of lands and waters for conservation and outdoor recreation.
   b. Buildings that are ancillary and related to these uses are acceptable, provided they are sited to ensure that uses or other land alteration do not harm ecosystem function or eliminate the potential for public access and environmental protection.

3.4.9 Institutional

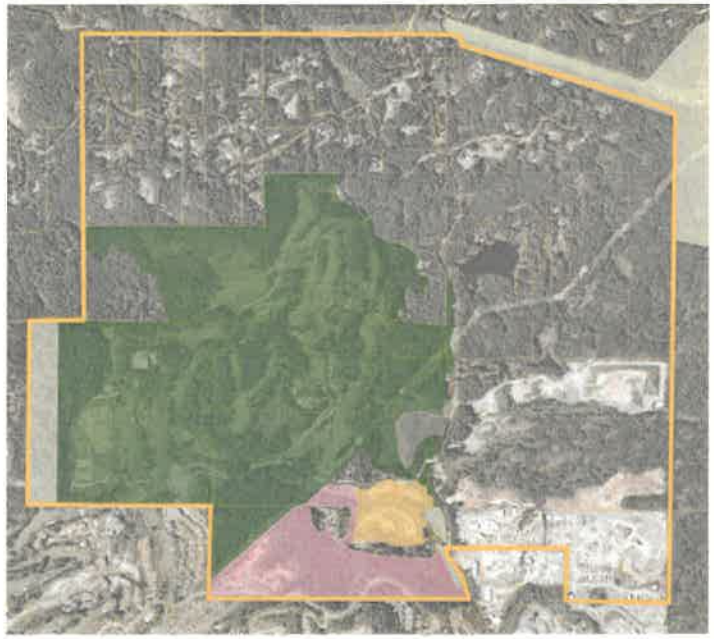
3.4.9.1 GENERAL POLICIES

1. Lands designated as Institutional should maintain OCP policies.

3.4.10 Amenity 3

3.4.10.1 GENERAL POLICIES

1. Lands designated as Amenity 3 should maintain all OCP policies.



BM - Bear Mountain

» Maintain OCP policies

P - Parks

» Maintain OCP policies

I - Institutional

» Maintain OCP policies

A3 - Amenity 3

» Maintain OCP policies

3.5 HOUSING POLICIES

3.5.1 General Policies

1. The District may develop a District Housing Policy that defines and seeks to identify and achieve community housing goals and objectives.
2. The inclusion of universally accessible and adaptable units in all new construction is strongly supported to support changing needs and demographics over time.

3.5.2 South Highlands Housing Policies

1. In reviewing land use applications and proposed Special Area Plans, the District may consider and give preference to:
    a. Alternative and innovative forms of housing that meet community needs, such as non-market and co-operative housing for residents that are actively involved in the Highlands community.
    b. A mix of housing types and tenures that accommodate a social mix, residents of all ages and abilities, changing demographics over time, and a range of income levels.
    c. Partnerships with non-market housing providers that facilitate the creation of affordable/ community housing.
    d. Opportunities for seniors housing and seniors supportive housing.
    e. Housing that achieves net zero or net positive outcomes (e.g., zero emissions, conservation covenants, regeneration of impacted lands).



3.6 REGENERATIVE DEVELOPMENT GALLERY

This gallery of aspirational images provides examples of model regenerative developments and illustrates the types of features that may be supportable in future land use proposals within the Plan area.



Outdoor space with garden/outdoor classroom provide cleansing gardens for adjacent buildings and pavement runoff.



Green roofs provide shade, remove heat from the air, and reduce temperatures of the roof surface and surrounding air.



Constructed wetlands provide aesthetic and educational benefits while they utilize remove contaminants and provide wildlife habitat.



Cisterns can store rainwater to be re-used for future landscape irrigation.



Green walls creates a natural feel and gives plants a place to thrive.



Bioswales reduce stormwater run-off.



Rain gardens have been shown to decrease the temperature of runoff from certain land uses, such as parking lots and roadways.



Porous asphalt paving reduces run-off in paving areas.



Green roofs store and utilize stormwater to reduce runoff from building sites.



Grates allow stormwater to pass through while allowing for pedestrian movements.



Structural grid paving reduces runoff in parking areas.



Trees and other vegetation can provide shade.



Curb cuts direct stormwater from street to landscape areas.



Landscape integration and natural systems reduce stormwater run-off significantly.



Facilities that support active transportation options for occupants reduce greenhouse gas emissions.

4. TRANSPORTATION & MOBILITY

The rural character of the South Highlands is reflected in its transportation system with narrow winding roads found across the District. Pedestrian and cycling facilities are limited with the exception of trails. BC Transit service is also limited as the small population, limited destinations, and high vehicle dependency do not justify service.

With narrow winding roads, the principles and policies prioritize road safety as well as active transportation in response to Highlands' commitment to Climate Actions and reducing GHG emissions from private vehicles. These policies should also be viewed in tandem with other District policies including the OCP, ICSP, Trails Master Plan, Highlands Park & Recreation Master Plan and the Roadside Trail and Cycle Network Master Plan.

4.1 TRANSPORTATION & MOBILITY PRINCIPLES



DESIGN FOR ACTIVE TRANSPORTATION & RECREATION

Enhance the safety, convenience, and connectivity of non-motorized travel and recreation.



PROVIDE SAFETY FOR ALL

Ensure the safety of all road users through road and intersection design, signage, and community action.



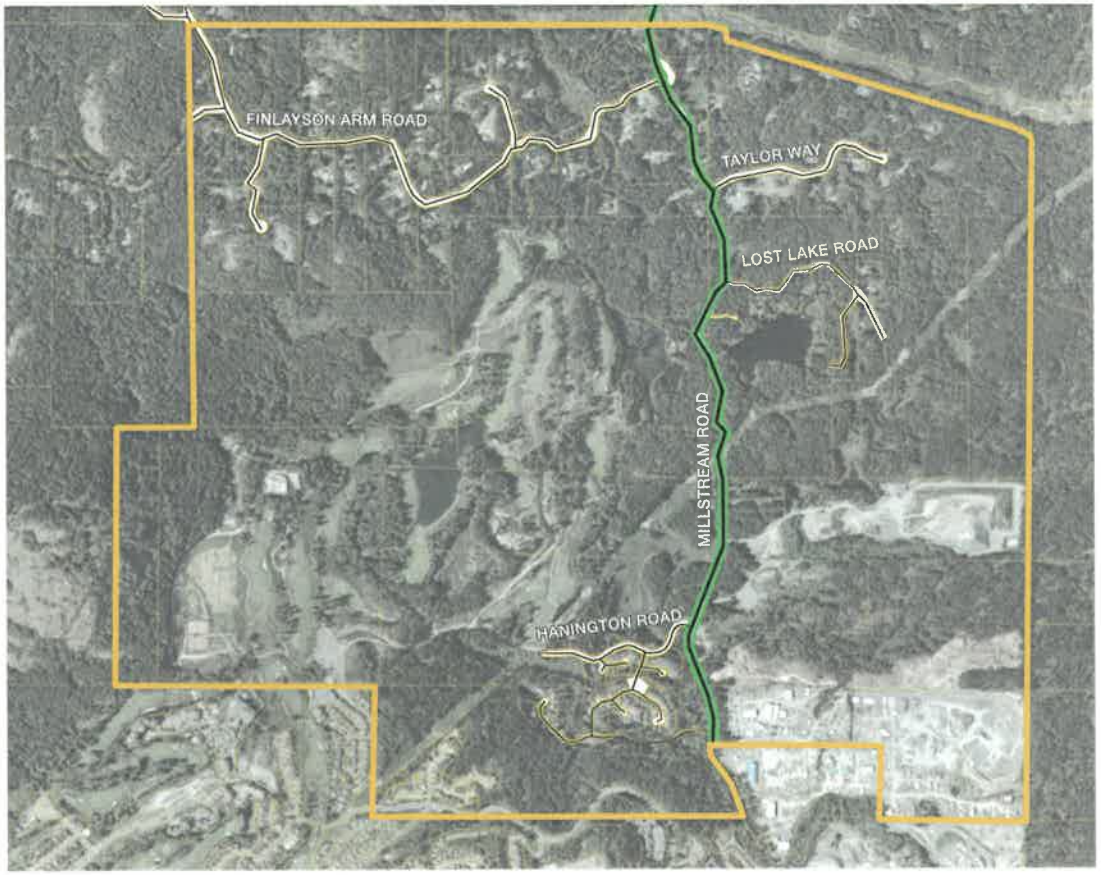
MITIGATE TRAFFIC IMPACTS

Maintain or create buffers and use traffic calming along major roadways to enhance safety, and mitigate noise, and visual impacts of vehicular traffic.

4.2 TRANSPORTATION & MOBILITY POLICIES

1. Require applicants to provide a traffic impact assessment for all major developments at the earlier of the rezoning or development permit stage, within the Plan Area to the District's satisfaction.
2. Seek incremental improvements to the transportation network that improve safety and convenience for all road users, including signage, pavement markings, bollards, and new infrastructure.
3. Strongly consider temporary traffic interventions (e.g., traffic calming with bollards) as a way to assess the need and efficacy of larger capital improvement projects.
4. Improve short-term cycling safety with pavement markings (i.e., sharrows) in the shoulder and bicycle route signage.
5. Over time, develop multi-use trail connections (e.g., walking, cycling, equestrian) along or parallel to Millstream Road.
6. Over time, seek additional multi-use trail connections from Goldstream Park to Millstream Road and Thetis Lake Park.
7. Study and identify potential locations for traffic calming measures to combat speeding on Millstream Road and elsewhere.
8. Improve transportation network based on the activities in policies 6 & 7.

TRANSPORTATION & MOBILITY MAP



5. OPEN SPACES, PARKS, & BUFFERS

The South Highlands open spaces and parks are dominated by rocky uplands and dense coastal forest. Nearby parks include Goldstream Provincial Park, Thetis Lake Regional Park, and Chow-Nicoll Park (Municipal) offer residents and regional visitors recreational opportunities.

The following principles and policies prioritize intact ecosystems, accessible experiences and the use of buffers to preserve community character. These policies should also be viewed in tandem with other District policies including the OCP, ICSP, Parks & Recreation Master Plan, Trails Master Plan, Craigflower Creek Watershed Plan, and the Millstream Watershed Management Plan.

5.1 OPEN SPACE PRINCIPLES



MAINTAIN INTACT ECOSYSTEMS

Maintain and responsibly manage a network of connected green spaces with rich biodiversity and minimized human impacts.



CREATE EXPERIENTIAL VALUE

Provide parks, open spaces, and outdoor recreational opportunities that can be accessed and experienced by community members.



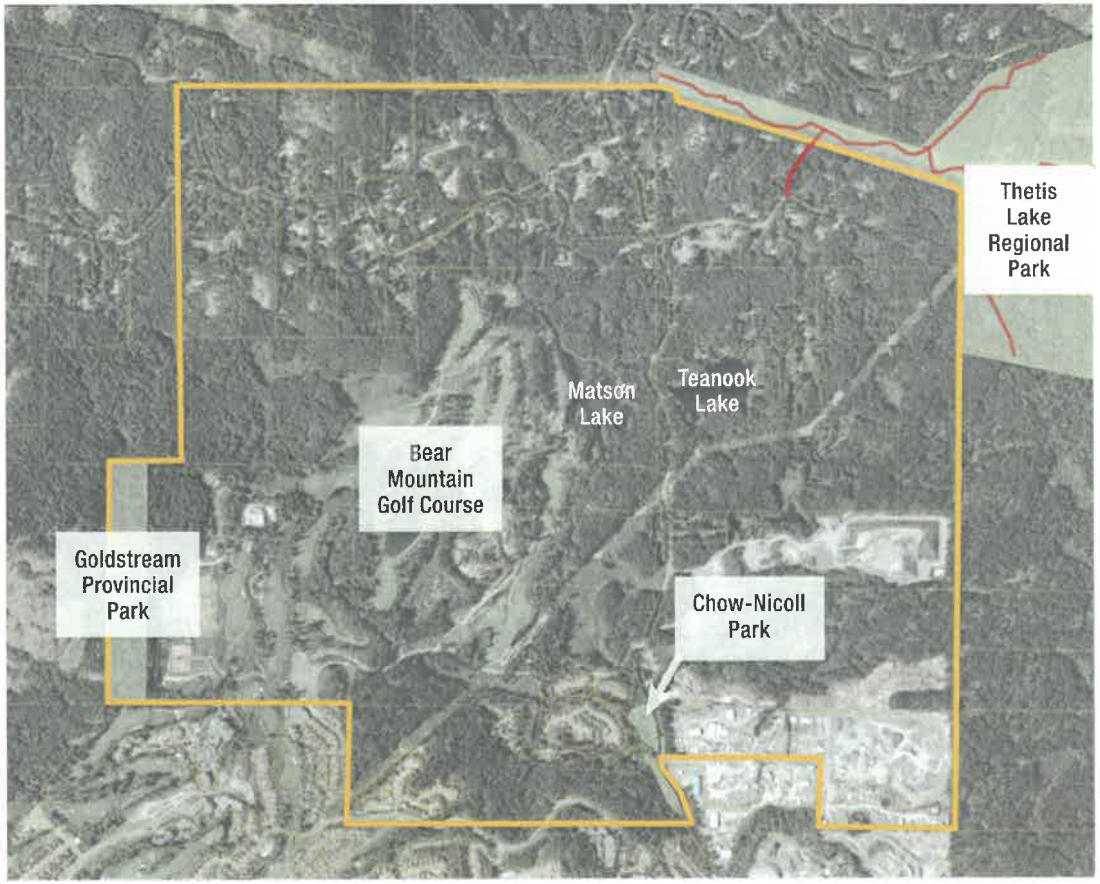
UTILIZE GREEN BUFFERS

Utilize buffer lands to mitigate land use impacts, preserve community character, and increase ecological and community connectivity.

5.2 OPEN SPACE POLICIES

1. Maintain the high priority on conservation of habitat, biodiversity, and ecosystems through green parks and other conservation opportunities, such as generous protection of riparian and other ecologically-sensitive areas through future land use approvals (e.g., covenants via subdivision or rezoning).
2. Enhance access and experiential opportunities in the parks and open space network for people of all ages and abilities, such as new trails, access points, programming, educational partnerships, and wayfinding.
3. Seek opportunities to increase trail connectivity within the public space network (e.g., parks, roads, and trails) for pedestrians, cyclists, and other users (e.g., equestrian), such as additional east-west connections into Goldstream and Thetis Lake parks.
4. Explore opportunities to integrate food production into the public space network through, for example, community gardens, permaculture demonstrations, and food forests.
5. Seek opportunities to expand and connect the open space network and habitat corridors through creative and alternative means – such as conservation subdivisions, naturalized buffers, and semi-private green spaces.

OPEN SPACES, PARKS & BUFFERS MAP



6. SUSTAINABILITY & CLIMATE ACTION

Sustainability and climate action in the District are primarily guided by the Highlands' OCP, ICSP, and Climate Leadership Plan. This section provides further principles and policies specific to South Highlands, including directions for valuing ecosystem services, increasing ecological integrity, and responding to climate change through climate action.

6.1 SUSTAINABILITY & CLIMATE ACTION PRINCIPLES



FULLY VALUE ECOSYSTEM SERVICES & ASSETS

Account for and prioritize ecosystems and 'green' infrastructure for their inherent benefits, 'services' to the community, and comprehensive values (e.g., environmental, social, economic).



STEWARD HEALTHY ECOSYSTEMS & ECOLOGICAL INTEGRITY

Reduce environmental impact and increase carbon sequestration through protection of intact ecosystems and active restoration of impacted sites.



PLAN FOR THE FUTURE

Integrate more efficient and sustainable transportation options, such as low-carbon vehicle technologies or improved active transportation.

6.2 SUSTAINABILITY & CLIMATE ACTION POLICIES

1. Maintain the current Highlands Servicing Area Boundary (no expansion).
2. Support investment in climate action and ecosystem service management as a means to support economic sustainability.
3. Reduce GHG emissions through low-impact and regenerative development, solid waste management, resource management, active transportation, and low-carbon transportation.
4. Encourage 'green' infrastructure – such as swales, rain gardens, and wetlands – to manage stormwater and enhance surface and groundwater quality.
5. District and community partners may seek ways to incentivize the preservation of habitat and tree canopy cover on private land.
6. The District may develop new site planning and design guidelines for the RD designation and identify necessary DPA guideline amendments.





7. PLACEMAKING & CULTURE

The placemaking and culture of the South Highlands should acknowledge and celebrate the recent history of the area, as well as its place within the traditional territory of the Coast Salish peoples. The future landscaping, site design, architecture, parks, trails and other elements (e.g., public art) can create a distinct sense of place in the South Highlands by embracing and celebrating these histories.

7.1 PLACEMAKING & CULTURE PRINCIPLES



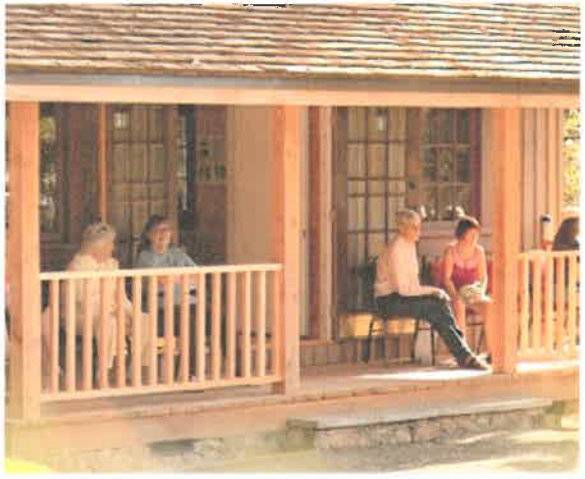
RURAL CHARACTER

Ensure the Highland's rural character through land use, public space design, and limiting development.



SECLUSION & GATHERING

Respect residents' and visitors' abilities to enjoy nature while providing opportunities for social interaction, gathering, and diverse experiences.



HISTORY & HERITAGE

Celebrate the rich First Nations and settler history of the area through landscaping, architecture, other elements (e.g., public art), and programming and events (e.g., education, events).

7.2 PLACEMAKING & CULTURE POLICIES

1. Make landscaping and naturalized green spaces a focus in developments, public spaces, and view corridors throughout the Plan area.
2. Seek a rural, 'green' building aesthetic and well-defined sense of place in new development with a focus on the use of wood and other natural, locally-sourced materials, while considering fire interface guidelines.
3. Create opportunities for seclusion, social interaction, and gathering within public spaces.
4. Seek partnerships with Tsartlip and other First Nations in the creation of education, celebration, and community-building opportunities.
5. Seek partnerships with community groups and non-profit organizations to organize community-building activities and events, with a focus on connecting community members to each other and to the land.





8. IMPLEMENTATION

While this Plan provides a policy framework to guide future decisions in the area, key actions and next steps are necessary to fully realize the vision and concepts presented in this Plan.

This section provides an implementation strategy for on-going, short-term, and medium- to long-term actions – and links next steps with key policies found in this Plan. The actions outlined in this section act as a guide to the District and its partners in undertaking key planning priorities toward achieving the vision and goals of the SHLAP.



8.1 IMPLEMENTATION STRATEGY

8.1.1 OVERVIEW

To realize this vision for generations to come, the District requires:

a. A flexible yet coordinated approach to facilitating the vision.

b. An interdepartmental willingness to go "outside the box" to create and achieve bold environmental and social outcomes.

c. Collaboration with key partners – including the CRD, Province of BC, and the Tsartlip First Nation – to leverage win-win opportunities.

d. Strong leadership to follow through on adoption of this Plan by allowing its policies to guide staff and Council decision-making with regard to development applications and capital investments in the area.

As the South Highlands evolves, this Plan – and specifically this section – should be revisited to reflect changing needs and priorities, as well as District budgeting and staffing resources.

8.1.2 ON-GOING ACTIONS

On-going Actions are actions that will be undertaken as opportunity and need arise.

ACTION	DESCRIPTION	POLICY	ROLES
Amend the Zoning Bylaw	In response to new future land use applications, develop new site-specific Zoning Bylaw zones consistent with this Plan, for the gateway properties with RD designations, as well as SPA's.	» 3.2.1 Administration » 3.4.1 RD - Regenerative Development » 3.4.2. SPA - Special Plan Area	Highlands
Explore Food Production Opportunities	Explore opportunities to integrate food production into the public open space network through, for example, community gardens, permaculture demonstrations, and food forests.	» 5.3. Open Space Policies	Highlands

8.1.3 SHORT-TERM ACTIONS

Short-term Actions are high-priority or "low hanging" actions to be undertaken in the next 1-2 years.

ACTION	DESCRIPTION	POLICY	ROLES
Update OCP to be consistent with policies from the SHLAP	Update the OCP to amend OCP policies and Development Permit Area guidelines to be consistent with this Plan, including Chapter 2 Land Use and DPA 4 Commercial Industrial Gateway.	» 3.2.1 Administration » 3.4.1 RD - Regenerative Development » 3.4.2. SPA - Special Plan Area	Highlands
Create a Net Zero and Net Positive Assessment Tool	Create a net zero and net positive assessment tool and better define outcomes and baseline conditions for land use applications.	» 3.2.1 Administration	Highlands
Create Site Planning and Design Guidelines	Develop new site planning and design guidelines for the RD designation and identify necessary DPA guideline amendments (e.g., DPA 4 and 6).	» 3.4.1 RD - Regenerative Development » 6.2. Sustainability & Climate Action Policies	Highlands
Update the District's *Amenity Zoning Consideration Policy*	Update the District's Amenity Zoning Consideration Policy with guidelines found in the SHLAP to better provide direction for negotiating community amenity contributions.	» 3.2.3. Community Amenity Contributions	Highlands
Develop a Housing Policy	Develop a Housing Policy that identifies and achieves District goals and objectives.	» 3.5. Housing Policies	Highlands
Improve short-term cycling safety	Improve short-term cycling safety with pavement markings (i.e., sharrows) in the shoulder and bicycle route signage.	» 4.4. Transportation & Mobility Policies	Highlands

8.1.4 MEDIUM - AND LONG-TERM ACTIONS

Medium- and Long-term Actions are lower priority actions or actions that require a long-term perspective to be undertaken in the next 3+ years.

ACTION	DESCRIPTION	POLICY	ROLES
Develop multi-use trail connections	Incrementally develop multi-use trail connections (e.g., walking, cycling, equestrian) along or parallel to Millstream Road. Seek opportunities for additional multi-use trail connections from Goldstream Park to Millstream Road and Thetis Lake Park.	» 4.4. Transportation & Mobility Policies » 5.3. Open Space Policies	Highlands, CRD
Improve transportation network for safety and traffic calming (capital improvements)	Improve the transportation network that improve safety and convenience for all road users, as identified by the above action.	» 4.4. Transportation & Mobility Policies	Highlands

January 13, 2025

Council Meeting Minutes

4.5 Councillor Karel Roessingh

Capital Region Emergency Services Telecommunications, CRD Arts Commission and Greater Victoria Public Library Board

Nothing to report at this time.

4.6 Councillor Rose Stanton

Emergency Planning Committee, Western Communities Policing Advisory Committee and Social Sustainability Select Committee

4.7 Mayor's Report

Mayor Williams provided a written report of the December CRD Board and Special CRHC Board meeting, annual Highlands Firefighter's Association Santa Run and long time service appreciation.

5. RATIFICATION OF COMMITTEE RECOMMENDATIONS

5.1 RECOMMENDATION FROM COMMITTEE OF THE WHOLE - DECEMBER 16, 2024 SPACE NEEDS ASSESSMENT OPTIONS

Moved by: Councillor Gord Baird

Seconded by: Councillor Stanton

Motion: 005-2025

THAT Council support in principle the shorter-term option for increasing space at the current District Office site and direct staff to incorporate the project into the 2025 budget for formal consideration.

CARRIED

Moved by: Councillor Gord Baird

Seconded by: Councillor Stanton

Motion: 006-2025

THAT Council refer the longer-term option to relocate the District Office to the Community Hall to its next Strategic Plan Review for discussion.

CARRIED

5.2 RECOMMENDATION FROM COMMITTEE OF THE WHOLE - DECEMBER 16, 2024 DRAFT DEVELOPMENT PERMIT AREA 4 – PROPOSED OCP AMENDING BYLAW (SOUTH HIGHLANDS LOCAL AREA PLAN) – REPORT #2

Discussion regarding this item took place under item 9.1 BYLAW NO. 450 - AMENDMENT TO OFFICIAL COMMUNITY PLAN (South Highlands Local Area Plan).

6. INTRODUCTION OF LATE ITEMS

THAT the West Shore Parks and Recreation Staff Report regarding the 2024 4th Quarter Progress Report - West Shore Regional Parks and Recreation Facilities Master Plan dated December 18, 2024 be received.

CARRIED

9. BYLAWS

9.1 BYLAW NO. 450 - AMENDMENT TO OFFICIAL COMMUNITY PLAN (South Highlands Local Area Plan)

Moved by: Councillor Gord Baird

Seconded by: Councillor McLean

Motion: 012-2025

THAT the first reading of the Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450, 2024 be deferred to the next Council meeting for consideration.

CARRIED

10. NEW BUSINESS

10.1 HIGHLAND HERITAGE PARK SOCIETY AGREEMENT - SCHEDULE C AMENDMENT

Moved by: Councillor Roessingh

Seconded by: Councillor Ann Baird

Motion: 013-2025

THAT the new Highland Heritage Park Society Agreement be approved as presented;

AND THAT the Mayor and Corporate Officer execute an amending agreement.

CARRIED

10.2 NEXT GENERATION 9-1-1 IMPLEMENTATION AND OPERATION CONTRACT

Moved by: Councillor McLean

Seconded by: Councillor Ann Baird

Motion: 014-2025

THAT Council approve the Next Generation 9-1-1 Implementation and Operation Contract with the Capital Regional District and that the Corporate Officer be authorized to execute the agreement on behalf of the District.

CARRIED

December 16, 2024

Committee of the Whole

Minutes and Agenda Item

3. PRESENTATIONS

4. RECOMMENDATIONS FROM COMMITTEES & COMMISSIONS

5. NEW BUSINESS

5.1 SPACE NEEDS ASSESSMENT OPTIONS

Chief Administrative Officer introduced the item and advised that Bruce Greenway of Greenway Studio Architecture would be making a presentation to Council. Questions from Council were asked during the presentation and were answered by staff and Bruce Greenway.

Moved by: Councillor Roessingh

Seconded by: Councillor Gord Baird

1. That Council support in principle the shorter-term option for increasing space at the current District Office site and direct staff to incorporate the project into the 2025 budget for formal consideration; and

2. That Council refer the longer-term option to relocate the District Office to the Community Hall to its next Strategic Plan Review for discussion.

CARRIED

6. UNFINISHED BUSINESS

6.1 DRAFT DEVELOPMENT PERMIT AREA 4 – PROPOSED OCP AMENDING BYLAW (SOUTH HIGHLANDS LOCAL AREA PLAN) – REPORT #2

Municipal Planner introduced the item and advised Council that Evan Petersen of Barefoot Planning+Design was in attendance. Questions from Council were answered by staff and Evan Peterson.

Moved by: Councillor Stanton

Seconded by: Councillor Anderson

THAT the Committee of the Whole recommend to Council:

THAT Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450, 2024 be given first reading.

THAT the regional context statement proposed to be changed by Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450 be referred to the CRD Board for acceptance.

THAT Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450 be referred to CRD Board, City of Langford, Town of View Royal, First Nations of Esquimalt, Songhees, Malahat, Pauquachin, Sooke, Tsartlip, Tsawout, Tseycum, Halalt, Lyackson, Penelakut, and Ts'uubaa'asatx, Cowichan Tribes, BC Crown Land Opportunities and Restoration Branch, and BC Ministry of Forests, Lands, Natural Resource Operations and Rural Development.

CARRIED

7. ADJOURNMENT

Moved by: Councillor Gord Baird

Seconded by: Councillor Anderson

THAT the Committee of the Whole meeting of December 16, 2024 adjourn at 8:50 pm.

CARRIED

MAYOR

CORPORATE OFFICER

DISTRICT OF HIGHLANDS

REPORT

TO: Loranne Hilton
Chief Administrative Officer

DATE: December 12, 2024
FILE: TBD: Bylaw 3900-450

To Committee of the Whole
December 16, 2024

FROM: Laura Beckett
Municipal Planner

RE: **DRAFT DEVELOPMENT PERMIT AREA 4 – PROPOSED OCP AMENDING BYLAW (SOUTH HIGHLANDS LOCAL AREA PLAN) – REPORT #2**

PURPOSE

To provide Council with additional information to facilitate its discussion regarding draft Development Permit Area 4 (DPA4).

BACKGROUND

At its November 12, 2024 Committee of the Whole meeting, Council resolved:

> THAT staff present a comparison of a Development Approval Information Bylaw and Development Permit Area with regards to pros & cons, and values of each;
>
> AND THAT staff explore how the Living Building Challenge principles can be integrated into the draft guidelines.

DISCUSSION

Development Approval Information Bylaw in Relation to Development Permits

Development Approval Information Requirements are explained in sections 484 to 487 of the *Local Government Act* and give local governments the ability to require information from applicants of rezoning, development permit, and temporary use applications. This includes information on the anticipated impact of a proposed activity or development on a community including information regarding impacts on transportation, local infrastructure, public facilities such as schools and parks, community services, the natural environment of the area affected, and tenants who are or may be displaced by a redevelopment. Typically, such information gives critical details about a proposal to help Council consider it and what additional conditions, if imposed, could lend support to Council's approval.

There are certain regulatory actions that must occur before a local government can require applicants to supply this information. Highlands' OCP currently designates all of Highlands a development approval information area; this is the first regulatory action. The second is to create and adopt a bylaw that establishes procedures and policies on the process for requiring development approval information and details about the information that may be required. The District has received this information without the supporting bylaw because applicants are highly motivated for approvals and have been willing to volunteer required information.

However, a development approval information bylaw is required and as such would be one of the first implementation actions should Bylaw 450 be adopted.

Living Building Challenge Principles

The Living Building Challenge is a certification program for buildings. Jurisdiction for buildings is primarily with the Province through the BC Building Code. As such, almost all requirements of the program are beyond the District's legislated public law capacity to require them from applicants. Please see attached Appendix 1 that compares the "intents" for the different aspects of the program with the related jurisdiction that would have the ability to require it. An early draft of development permit area 4 sought to incorporate more elements of the Living Building Challenge and was significantly reduced due to jurisdiction and applicable powers.

Living Building Challenge principles that are reflected in regulations over the entire District include:

- Sensitive ecosystems are protected through the District's environmental development permit areas (water and riparian areas and sensitive ecosystems).
- To the extent possible, development permit 6 seeks to reduce greenhouse gas emissions and conserve water.

Draft development permit area 4 guidelines that reflect Living Building Challenge principles include:

- 1 – Prioritize the use of previously disturbed sites and preserve sensitive ecological areas.
- 2 – Incorporate landscaping that prioritizes native and adaptive non-nature plant species.
- 7 – Use primarily landscape-based stormwater management best practices.
- 8, 23, 48, 49 – Other landscaping requirements, including also seeking to incorporate availability of sunlight.
- 9 – Energy efficiency.
- 10 – Renewable energy.
- 19 – If high use, public spaces are created, consider integrating public art on-site to generate interest and activity and reflect the unique natural, Indigenous, industrial, or settler history of the Highlands.
- 52 – Provide electric bicycle and vehicle charging infrastructure in line with District, Regional or Provincial requirements and best practices.
- 53 – Where appropriate to site uses and activities, create enhanced pedestrian routes, including weather protection on buildings and street frontages.
- 54 – Provide support for car-share, carpool, bike-share, and other transportation-sharing models.

Other Questions

Discussion during the November 12, 2024 Committee of the Whole included questions about the District's ability to implement "net positive" objectives/achievements generally and through development permit area guidelines, and the different layers and aspects of municipal jurisdiction in regards to land use controls.

"How Do We Achieve 'Net Positive'?"

"Net positive" is an aspirational, high-level policy, and it is appropriate to locate it in an OCP. It does not belong in a development permit area because guidelines must have some degree of specificity. A net positive evaluation tool is expected to function like the "Sustainability Appraisal Form," and its creation would be an implementation action if Bylaw 450 is adopted. Because it would be used to consider applications, a net positive evaluation tool may be part of a development approval information bylaw.

Municipal Land Use Controls

Local governments are "creatures" of the Province and only have powers and jurisdiction that are directly given to them. Further, all those powers have limits, and those powers generally cannot cross into Provincial jurisdiction. The BC Building Code, *Riparian Areas Protection Regulation*, *Mines Act*, and the *Private Managed Forest Lands Act* are examples with which the District has direct experience.

Zoning and servicing requirements are more straightforward municipal powers. Zoning is discretionary allowing municipal governments great leeway to approve or deny applications and as such is probably a local government's strongest mechanism to control land use. Servicing requirements like those found in the District's Subdivision or Development of Land Bylaw control the infrastructure required for development. Despite their powers, both bylaws have limitations.

Development permit powers are generally not discretionary. They are powerful in their ability to control items outside the scope of zoning and servicing requirements. For example, a development permit can protect specified natural features through its powers of protection of the natural environment. They also have additional legal influences that limit their jurisdiction. For example, a development permit cannot control any aspect of a building's interior because that is the jurisdiction of the BC Building Code. As a second example, the draft development permit area 4 guidelines that address stormwater management are more so in regard to landscaping because those are the powers afforded to a development permit area. Engineering-level stormwater management is best left to a servicing requirements bylaw. If any municipal requirements contradict, the more onerous one would typically apply.

Because development permit areas are so complex, draft development permit area 4 had its own process and legal review. Staff recommends no changes to it.

Governmental and non-governmental forces influence all developments. The best way for Council to seek a net positive outcome would be through the rezoning process. A net positive evaluation tool is expected to assist this, and first a development approval information bylaw needs to be implemented in order to give the District the ability to require specialized reports. No matter what tools or policies are put in place, a local government cannot do indirectly what it cannot do directly.

CONCLUSIONS

- To require information from applicants for rezoning, development permit, and temporary use applications, a development approval information bylaw is required. This would be one of the first implementation items following the adoption of Bylaw 450.

- To the extent allowed by legislation, draft development permit area 4 has incorporated principles of the Living Building Challenge. Other than protection of ecologically sensitive areas and contributing to pedestrian-oriented places that reduce the use of fossil fuel-based vehicles, the District does not have the ability to regulate to the degree sought by the Living Building Challenge. Only a private individual owner has that level of control.
- "Net positive" is an aspirational idea and exists best as high-level policy in an OCP. Implementing it is expected to be by way of a subjective form like Highlands' Sustainability Appraisal Form. The net positive evaluation tool would be an implementation item following the adoption of Bylaw 450, and possibly part of a development approval information bylaw.
- While zoning, servicing requirements, and development permit areas are perhaps the strongest legal mechanism available to municipalities, the Province ultimately has power over municipalities.
- Possibly the best way for Council to seek a net positive land use outcome is through the rezoning process.

RECOMMENDATIONS
That the Committee of the Whole recommend to Council:

That Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450, 2024 be given first reading.

That the regional context statement proposed to be changed by Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450 be referred to the CRD Board for acceptance.

That Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450 be referred to CRD Board, City of Langford, Town of View Royal, First Nations of Esquimalt, Songhees, Malahat, Pauquachin, Sooke, Tsartlip, Tsawout, Tseycum, Halalt, Lyackson, Penelakut, and Ts'uubaa'asatx, Cowichan Tribes, BC Crown Land Opportunities and Restoration Branch, and BC Ministry of Forests, Lands, Natural Resource Operations and Rural Development.

Respectfully submitted,

Laura Beckett

Laura Beckett, MURP, MCIP, RPP
Municipal Planner

Concurrence

Loranne Hilton

Loranne Hilton,
Chief Administrative Officer

Attachment:
Appendix 1 – Living Building Challenge Intentions Compared to Jurisdiction with Authority to Require

Appendix 1: Living Building Challenge Intentions Compared to Jurisdiction with Authority to Require

		Jurisdiction to Require		
"Petal"	**"Imperative" Intent**	**Private Owner**	**Municipal**	**Provincial**
Place Restoring a healthy relationship between nature, place, and community.	1. Ecology of Place – Protect wild and ecologically significant places; encourage ecological regeneration and enhanced function of projects' sites and communities.	X	x	
	2. Urban agriculture – Integrate opportunities for connecting community to locally grown fresh food.	X		
	3. Habitat Exchange – Equal amount of land that is developed is reserved offsite for no development.	X		
	4. Human-Scaled Living – Contribute to creation of walkable, pedestrian-oriented communities, that reduce use of fossil fuel-based vehicles.	X	x	
Water Creating developments that operate within the water balance of a given place and climate.	5. Responsible water use – Treat water like a precious resource; must not use potable water for irrigation, must treat all stormwater on site without chemicals and manage it based on historic and current ecological conditions.	X		
	6. Net positive water – 100% of water needs must be supplied by captured precipitation or other natural closed loop water systems (allowance for municipal potable water use connection if required by local health regulations). Grey and black water discharge must be treated onsite and managed either through re-use, a closed loop system, or infiltration. No potable water may be used for non-potable purposes.	X		
Energy Relying on renewable resources.	7. Energy and Carbon reduction – must demonstrate 20% reduction in embodied carbon of primary materials and exterior materials compared to typical standard. Includes considerations for interior materials.	X		
	8. Net Positive carbon – 105% of the development's energy needs must be supplied by on-site renewable energy on a net annual basis, without the use of combustion.	X		
Health and Happiness Fostering environments that optimize physical and psychological health and well-being.	9. Health interior environment – promote good indoor air quality and healthy interior environment: ASHRAE 62.1 or 62.2, no smoking, develop "Healthy Indoor Environment Plan" that addresses cleaning protocols, entry approach that reduces particulates and toxins, provide views of outside and daylight for 75% or regularly occupied spaces; direct exhaust for kitchens, bathrooms, and janitorial areas.	X		
	10. Healthy Indoor Performance – indoor air quality test after occupancy, only use interior building products with limit potential to emit volatile organic compounds, use specialized cleaning products.	X		
	11. Access to Nature – Must include elements that provide human nature interactions in interior and exterior of project.	X		
Materials Buildings with products that are safe for all species through time.	12. Responsible materials – must positively impact building products market through requirements.	X		
	13. Red List –90% (by cost) of project must avoid certain materials/chemicals. *In situ* materials are not included.	X		
	14. Responsible Sourcing – Specific sourcing, including extraction, and labelling requirements.	X		
	15. Living economy sourcing – Requirements for using local and regional manufacturers and materials.	X		
	16. Net positive waste – must strive to reduce or eliminate waste during design, construction, operation, and end of life to conserve natural resources and find ways to integrate waste back into industrial or natural nutrient loops. Must create Material Conservation Management Plan. Specific material diversion requirements.	X		
Equity Supporting a just, equitable world. Intent is to transform developments to engage all sectors of humanity and embrace equal access and fair treatment to restore the natural world.	17. Universal access – all externally focused non-building infrastructure (including air, sunlight, natural waterways) must be equally accessible to all members of public.	X		
	18. Inclusion – Engender local workforce and business/contractor community that is stable, safe, and desirable. Support "Just" organizations or donate to community-based nonprofit organization focused on equity and inclusion.	X		
Beauty Recognize the need for beauty and the connection to nature as a precursor to caring enough to preserve, conserve, and serve the greater good.	19. Beauty and Biophilia – Must include elements that nurture the innate human/nature connection, and meaningfully integrate public art.	X		
	20. Inspiration and education – Must make educational materials about the operation and performance of the development available to the public, including an annual open day for the public.	X		

Sources for columns 1 and 2:

- https://living-future.org/wp-content/uploads/2022/05/Living-Building-Challenge-3.0-Standard.pdf
- https://www.manula.com/manuals/living-future/living-building-challenge-4-1/1/en/topic/april-2024-lbc

November 12, 2024

Committee of the Whole

Minutes and Agenda Item

DISTRICT OF HIGHLANDS
Minutes of Committee of the Whole Meeting
Tuesday, November 12, 2024 at 7:00 PM
Community Hall - 729 Finlayson Arm Road

Council Members Present:
Mayor Williams, Councillor Anderson, Councillor Ann Baird, Councillor Gord Baird, Councillor McLean, Councillor Roessingh, and Councillor Stanton

In Attendance:
CAO Loranne Hilton, Municipal Planner Laura Beckett, and Corporate Officer Amanda Irving

Public Observation: 3

Mayor Williams called the Committee of the Whole meeting to order at 7:00 pm and acknowledged meeting in the traditional territories of the Lək^{w}əŋən, SENĆOŦEN and Hul'q'umi'num speaking First Nations with whom we are committed to building stronger working relationships.

Mayor Williams acknowledged the passing of former Premier John Horgan highlighting his connection and friendship to the District of Highlands.

1. APPROVAL OF THE AGENDA

Moved by: Councillor Roessingh
Seconded by: Councillor Ann Baird
THAT the November 12, 2024 Committee of the Whole Meeting Agenda be approved as presented.

CARRIED

2. ADOPTION OF MINUTES

2.1 Committee of the Whole - April 15, 2024

Moved by: Councillor Roessingh
Seconded by: Councillor Stanton
THAT the minutes of the April 15, 2024 Committee of the Whole Meeting of Council be adopted as presented.

CARRIED

3. PRESENTATIONS

4. RECOMMENDATIONS FROM COMMITTEES & COMMISSIONS

5. UNFINISHED BUSINESS

5.1 DRAFT DEVELOPMENT PERMIT AREA 4 – PROPOSED OCP AMENDING BYLAW (SOUTH HIGHLANDS LOCAL AREA PLAN)

Council discussion ensued regarding the following:

- Development Permit Area powers granted by the *Local Government Act*
- Alignment between Development Permit Area 4 and the South Highlands Local Area Plan
- Differences between Development Permit Areas and a Development Approval Information Bylaw
- Interaction between Development Permits and other municipal regulations
- Achieving the objectives outlined in the South Highlands Local Area Plan
- Integrating principles of the Living Building Challenge into Development Permit Area 4
- Strategies for incorporating and achieving "net positive" outcomes
- Identifying the appropriate tool for obtaining specific reports
- Considerations for lighting requirements
- Ensuring Council objectives are met
- Methods for achieving desired outcomes

Questions from Council were answered by staff and consultant Evan Peterson of Barefoot Planning+Design.

Public Participation:

Allan Roger, resident, addressed the Committee regarding Council's authority provided under legislation.

Libby McMinn, resident, addressed the Committee regarding strengthening the following items in the South Highlands Local Area Plan:

- minimum requirements for sustainability, ecology and rewilding within development footprint

- importance of the ecosystem preservation and restoration
- including mammals with insects and birds in the consideration of wide range of food sources and 3-dimensional landscaping

Scott Richardson, resident, addressed the Committee regarding the following items:

- time invested in the South Highlands Local Area Plan
- positive efforts and standards for lighting
- strengthening the wording of the South Highlands Local Area Plan as per Libby McMinn's advice
- consideration that this might not be the best place to focus on the issue, and alternative approaches may be needed

Moved by: Councillor Gord Baird

Seconded by: Councillor Anderson

THAT staff present a comparison of a Development Approval Information Bylaw and Development Permit Area with regards to pros & cons, and values of each;

AND THAT staff explore how the Living Building Challenge principles can be integrated into the draft guidelines;

AND FURTHER THAT staff respond to questions provided through email from Council at a Committee of the Whole meeting.

NOT VOTED ON DUE TO AN AMENDING MOTION

Moved by: Councillor Gord Baird

Seconded by: Councillor Anderson

THAT the motion be amended to remove the following:

THAT staff respond to questions provided through email from Council at a Committee of the Whole meeting.

CARRIED

The meeting recessed at 8:32 pm.

The meeting reconvened at 8:35 pm.

MAIN MOTION AS AMENDED

Moved by: Councillor Gord Baird

Seconded by: Councillor Anderson

THAT staff present a comparison of a Development Approval Information Bylaw and Development Permit Area with regards to pros & cons, and values of each;

AND THAT staff explore how the Living Building Challenge principles can be integrated into the draft guidelines.

CARRIED

Moved by: Councillor McLean

Seconded by: Councillor Gord Baird

THAT legal counsel be invited to attend an In-Camera Council meeting where information related to the draft Development Permit Area 4 and the interpretation of the authority under the *Local Government Act* can be received at the same time.

DEFEATED

Opposed: Mayor Williams, Councillors Anderson, Ann Baird, Gord Baird, Roessingh, and Stanton

6. NEW BUSINESS

7. ADJOURNMENT

Moved by: Councillor Gord Baird

Seconded by: Councillor Roessingh

THAT the Committee of the Whole meeting of November 14, 2024 adjourn at 9:07 pm.

CARRIED

MAYOR

CORPORATE OFFICER

DISTRICT OF HIGHLANDS

REPORT

TO: Loranne Hilton
Chief Administrative Officer

DATE: November 7, 2024
FILE: TBD: Bylaw 3900-450

FROM: Laura Beckett
Municipal Planner

To Committee of the Whole
November 12, 2024

RE: **DRAFT DEVELOPMENT PERMIT AREA 4 – PROPOSED OCP AMENDING BYLAW (SOUTH HIGHLANDS LOCAL AREA PLAN)**

PURPOSE

To provide Council with information to facilitate its discussion regarding draft Development Permit Area 4 (DPA4).

BACKGROUND

At its October 21, 2024 meeting, Council resolved to refer draft DPA4 in proposed Official Community Plan (OCP) amending Bylaw 450 to a Committee of the Whole for discussion. Proposed Bylaw 450 would incorporate the South Highlands Local Area Plan (SHLAP) into the OCP.

UPDATED DEVELOPMENT PERMIT AREA 4

The staff report from Council's July 15, 2024 agenda regarding proposed Bylaw 450 stated the following:

> **Updated Development Permit Area 4**
> Development Permit Area 4 – Highlands Commercial Industrial Gateway Area is only found within the South Highlands. The main purpose of any development permit area is to implement OCP policy on applicable lands. To remain consistent with the new OCP policy direction, please also see an updated and renamed Development Permit Area 4 – Regenerative Development as part of Bylaw 450 and incorporated within the consolidated draft OCP. This item was not part of the SHLAP process because it is mostly a technical regulation. It has not received the extensive consultation that the SHLAP has. Staff conducted a 2-hour session where the draft Development Permit Area 4 changes were presented to representatives of the 4 properties that would be directly affected. To the degree determined by staff and the consultant, their comments have been incorporated into the Development Permit Area 4 version in Bylaw 450.

The *Local Government Act* allows municipalities to designate lands as development permit areas for different purposes. Currently, DPA4 serves only as a form and character development permit area. While the subject lands are applicable to the other Highlands development permit areas (DPAs 1, 2, 3, and 6), the purposes of the updated DPA4 have been expanded to include promotion of greenhouse gas emissions reduction and energy and water conservation, and protection of the natural environment, its ecosystems and biological diversity in order to accomplish the policy goals in the SHLAP. This is also explained in the updated Justification paragraph.

Table 1 below shows how the proposed guidelines correspond to the proposed Regenerative Development Land Use Designation policies in section 3.4.1 of the SHLAP. All guidelines are found in Attachment 1, which shows the changes in DPA4 that would be brought about by the adoption of Bylaw 450. Almost all the existing guidelines have been incorporated into the new guidelines as noted. Entirely new guidelines are predominantly numbers 1 to 8 and 10.

Table 1: Updated Development Permit Area 4 – Regenerative Development

PROPOSED Regenerative Development Land Use Designation Policy – SHLAP section 3.4.1.1		PROPOSED Corresponding DPA4 Guideline #
1.	Support a variety of land uses and on-site activities that:	
a.	Achieve net positive outcomes (see section 2.3. for definition).	• 1-12 • Also related to use as controlled by zoning
b.	Achieve site restoration including re-wilding of features or areas on a site.	• 1-6, 41
2.	All new developments should:	
a.	Incorporate high performance and healthy buildings standards to improve energy efficiency and occupant well-being (see section 3.6. Regenerative Design Gallery for examples).	• 9-12 • 13-22,
b.	Adhere to sustainable site design best practices, including the incorporation of 'green' infrastructure to manage stormwater and enhance environmental values (e.g., water quality, habitat).	• 2, 7, 8 • 23-34 • 35-51
c.	Retain and enrich on-site biodiversity by proactively responding to the shifting needs of a natural, healthy environment and changing climate.	• 8
d.	Reduce development impacts on the natural environment by ensuring that potential adverse effects of on-site activities are avoided or offset by regenerative activities.	• 1-8 • 41
e.	Have on-site activities and programming that promote resource efficiency and circular economy practices that combine economic growth, social responsibility, and environmental protection (e.g., circular waste management).	• Moreso related to use as controlled by zoning • 52-54
3.	The District may develop new design guidelines and identify necessary development permit area guideline amendments.	• All
4.	Appreciate the beneficial role of the natural environment on the community's general well-being and foster active participation in its guardianship for future generations.	• 1-6
5.	As part of a zoning amendment application, the District may require an Environmental Stewardship Plan to address topics such as (but not limited to):	
a.	Invasive species management.	• 2
b.	Stormwater and surface water management.	• 7, 8
c.	Tree canopy coverage.	• 1, 3, 23, 41
d.	Habitat and environmental restoration.	• 1-6

Other Notes:

- An exemption has been added for buildings, additions, structures and equipment less than 10m^2 (about 100 square feet) in floor area.
- Development permit area legislation has limitations. For example, the interior of buildings cannot be regulated.
- A concept introduced in new guideline 7b. is "effective impervious area (EIA)," which are impervious surfaces that are directly connected, as one continuous flow, to a conventional storm system, along

entirely impervious pathways. By interrupting the ground flow of precipitation with a rain garden or pervious paving or rain barrels, impacts to stream function and associated organisms can be mitigated. Please see Attachment 2 that is intended to serve as public information.

- Proposed DPA4 has been reviewed by the Building and Fire Departments, representatives of the 4 property owners, and has had its own legal review.

RECOMMENDATIONS

That the Committee of the Whole recommend to Council:

That Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450, 2024 be given first reading.

That the regional context statement proposed to be changed by Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450 be referred to the CRD Board for acceptance.

That Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450 be referred to CRD Board, City of Langford, Town of View Royal, First Nations of Esquimalt, Songhees, Malahat, Pauquachin, Sooke, Tsartlip, Tsawout, Tseycum, Halalt, Lyackson, Penelakut, and Ts'uubaa'asatx, Cowichan Tribes, BC Crown Land Opportunities and Restoration Branch, and BC Ministry of Forests, Lands, Natural Resource Operations and Rural Development.

Respectfully submitted,

Laura Beckett, MURP, MCIP, RPP
Municipal Planner

Concurrence

Loranne Hilton,
Chief Administrative Officer

Attachments:

1. Draft DPA4 – Changes with Draft Bylaw 450
2. "Effective Impervious Area" public information hand-out

Web links to related previous staff reports:

- Staff report from the October 7 and 21, 2024 Council Agendas: https://highlandsbc.diligent.community/document/849da71a-476c-456c-92a9-667bb8c36780/
- Staff report from September 9, 2024: https://highlandsbc.diligent.community/document/2477df78-3771-48cd-ac53-3c7e82d98401/
- July 15, 2024 Council Agenda, staff report and attachments:
  - Staff report: https://highlandsbc.diligent.community/document/1379e632-c7ca-413f-9626-2def655d8550/
  - Attachment 1: Proposed Bylaw 450 (includes SHLAP): https://highlandsbc.diligent.community/document/8451b2c8-9e33-4095-9de8-ca0a2791d8aa/
  - Attachment 2: Draft consolidated OCP showing Bylaw 450 changes: https://highlandsbc.diligent.community/document/fb8686c8-dc41-47a3-8c5d-9d8a22ae4909/
  - Attachment 3: Excerpt from Highlands 2020 Housing Needs Report: https://highlandsbc.diligent.community/document/8b267982-e940-4a4f-99be-6b6b74eb314d/
  - Attachment 4: SHLAP Consultation and Recommendations for Bylaw 450 Referrals: https://highlandsbc.diligent.community/document/c04375db-a79f-4900-aaeb-925ea5d1077d/

11.6 Development Permit Area No. 4 – ~~Highlands Commercial/Industrial Gateway Area~~ Regenerative Development

Area Affected

Lands designated as "~~Commercial Industrial~~ Regenerative Development" on Map 2.1 are designated as Development Permit Area No. 4.

Purpose

~~To regulate the form and character of commercial and industrial development for the protection of the natural environment, its ecosystems, and biological diversity.~~

- To promote greenhouse gas emissions reduction.
- To promote energy and water conservation.
- To regulate the form and character of commercial and industrial development.
- To protect the natural environment, its ecosystems, and biological diversity.

Objectives

- Prioritize environmental restoration through well-designed redevelopment.
- Support regenerative site design and construction outcomes.
- Sensitive integration of new development with the existing community and environmental context.

Specific Exemptions

Development Permits are not required in Development Permit Area No. 4 for:

- Minor alterations to the design and finish of the exterior of a building or structure that do not change the character of the development.
- Buildings, additions, structures and equipment less than 10m² in floor area.

Justification

The main purpose of this Development Permit Area is to support climate action. Land uses, activities and on-site programming can impact the climate either positively or negatively. Integrating natural assets and ecological values in any development proposal is critical. Moreover, facilitating developments that utilize innovative technologies to reduce greenhouse gas emissions and conserve energy and water is also key to climate action.

This development permit authority supports the provincial government's broader action on climate change, including the requirement for local governments to have greenhouse gas reduction targets and policies and actions in official community plans and regional growth strategies and help meet their B.C. Climate Action Charter commitments.

Additionally incorporating the Form and Character Guidelines into a project's design will encourage the creation of contextual and compatible architecture, high-quality pedestrian realms, and sustainable and resilient design, and will contribute to placemaking and design excellence in Development Permit Area No. 4.

~~The main purpose of this Development Permit area is to encourage well-designed places of business and employment.~~

~~Industrial and commercial land uses are an important part of the local economy and should be well designed as a gateway feature to the community, to reduce its impact along roads and from adjacent non-industrial zoned properties. Careful control of land development, buildings and landscaping is needed to protect the aesthetic qualities of the area, and to ensure that development is in harmony with the rural~~

~~character of the Highlands.~~

~~Outdoor lighting can seriously impact upon night sky both in terms of being a source of light pollution, and in terms of interfering with astrophysical research. Outdoor lighting should be regulated to control the quantity and quality of light in order to help mitigate against these impacts.~~

~~Objectives~~

- ~~To integrate new industrial development with the character of its surrounding area through quality architecture, landscaping, and appropriate site arrangement.~~
- ~~To promote new industrial development, which is designed in a manner that creates an attractive area for business investment, that provides a desirable place of employment and that has minimal negative impact on the surrounding areas and the natural environment.~~

~~Specific Exemptions~~

~~Form and Character Development Permits are not required in Highlands Commercial/Industrial Gateway Area for the following activities:~~

~~i. internal alterations to a building or,~~
~~ii. minor alterations to the design and finish of the exterior of a building that does not change the character of development.~~

Guidelines

~~Form and Character~~ Development Permits issued in ~~the Highlands Commercial/Industrial Gateway Area~~ Development Permit Area 4 shall be in accordance with the following ~~g~~Guidelines:

Sustainability, Ecology, and Rewilding

1. Prioritize the use of previously disturbed sites and preserve sensitive ecological areas, such as forests with mature trees, rocky outcrops, creeks, and wetlands.
    a. Establish buffer zones or areas of non-disturbance which will remain free of development and prevent built-environment encroachment on natural areas.
2. Incorporate landscaping that prioritizes native and adaptive non-native plant species and provides a wide range of food sources for insects, birds, and other wildlife.
    a. Clearly define ecological restoration strategies that account for the surrounding ecosystem and the impacts of past site disturbances.
    b. Consider additional habitat restoration strategies, such as nesting boxes, green roofs, bioswales, and rewilding.
3. Establish wildlife corridors and exterior green infrastructure to connect fragmented habitats and promote biodiversity.
4. Minimize grading and excavation to reduce soil erosion and habitat disruption.
5. Implement soil erosion and sediment control measures to prevent site degradation during and after construction activities and to protect surface and groundwater quality.
6. Utilize strategies to control and eradicate invasive plant species including monitoring native species over time.

Stormwater Management

7. Use primarily landscape-based stormwater management best practices, such as rain gardens, swales, permeable surfaces, and green roofs, in order to:
    a. Mitigate the impacts of past site disturbances.
    b. Minimize the effective impervious area (EIA) on site.
        i. Best practices suggest an EIA target of less than 10% of the total site area.
    c. Protect and enhance surface water and groundwater quality and quantity.
    d. Manage average rainfall events.

e. Limit underground stormwater management systems.

8. Plant native and adaptive non-native drought-tolerant trees and plant species that are resilient to future climate projections and that maximize ecosystem services.

Energy Efficiency

9. Use exterior design strategies to enhance buildings' energy efficiency and performance, such as:
    a. Designing buildings with a simplified form, using simple shifts in massing and fewer complex junctions to minimize building envelop heat loss.
    b. Using heat exchangers and/or similar technologies for heating and cooling.
    c. Employing passive solar design strategies, such as exterior shading devices, to optimize solar gain in winter (and less in summer).
    d. Optimizing natural ventilation opportunities.
10. Design buildings to include or be 'ready' for on-site exterior renewable energy systems by including, for example:
    a. On-site power generation (e.g., solar photovoltaics) and battery storage.
    b. Conduit from electrical panels to rooftop areas for solar panels.
    c. Adequate space and structural support for the future installation of, for example, solar photovoltaic panels and battery storage.
11. Use durable exterior designs to extend the lifespan of buildings and reduce the need for frequent replacements.
12. Maximize the use of healthy and non-toxic finishes on buildings' exteriors.

General Architectural Design

~~1.~~ (Similar to new #24) ~~All buildings, structures and additions should be designed in a manner which gives consideration to the relationship of adjacent buildings, open areas, the efficiency of the circulation system, and compatibility with surrounding development. Any upgrades or new developments should demonstrate a net environmental benefit.~~

~~2.~~ (Similar to new #14 and16) ~~Buildings shall be designed to exhibit a cohesive appearance of natural building materials and architectural character. Consider providing skylights, varied roof forms or other elements to visually express interior spaces or functions. Also consider using architectural elements, materials, finishes, glazing, and textured surfaces.~~

~~3.~~ (Similar to new #11) ~~Structures shall be constructed of durable materials. Materials should be chosen for ease of maintenance. Except where a visual accent is warranted, muted colours chosen from a palette representative of Highland's natural surroundings should be used.~~

Where appropriate and relevant to the use and function of the building:

13. Orient primary building façades and entries to the fronting street or open space to create street edge definition and activity.
14. Locate and design windows, balconies, and street-level uses to create active frontages and 'eyes on the street' with additional glazing and articulation on primary building façades.
15. Design buildings and site features to the human scale through the use of exterior architectural features, details, and site design elements that are human-proportioned and oriented toward pedestrian activity.
16. On larger sites, seek to create a unified and cohesive appearance and architectural character while introducing variation in façade treatments.
17. Use muted colours chosen from a palette representative of Highland's natural surroundings where a visual accent is warranted to optimize energy efficiency.
18. Provide weather protection for high-use areas, such as primary building entrances, exterior stairs, and active building frontages.

19. If high use, public spaces are created, consider integrating public art on-site to generate interest and activity and reflect the unique natural, Indigenous, industrial, or settler history of the Highlands.
20. Where possible, use site planning and landscape design to minimize noise impacts.
21. Employ wayfinding, lighting, and universal accessibility principles to appropriate site areas, such as primary building entrances and pedestrian routes.
22. Design building entrances to be well-defined, visible, and clearly lit.

Site Planning

23. Ensure that site planning and design achieve favourable microclimate outcomes through strategies such as:
    a. Locating outdoor spaces to maximize sunlight throughout the year.
    b. Planting both evergreen and deciduous trees to provide a balance of shading in the summer and solar access in the winter.
    c. Using building mass, trees, and planting to buffer winds.
24. Design buildings, structures, and additions with consideration for the relationship of adjacent buildings, open areas, the efficiency of the circulation system, and compatibility with surrounding development.
25. Site and design buildings visible from roads so that their office and/or retail portion of the building is oriented towards the road.
26. Integrate loading areas into the design of the building.
27. Locate accessory uses (such as loading, garbage collection, utilities, and parking access) away from public view and not in conflict with public circulation patterns.

Landscape Design and Open Space

28. Use Crime Prevention through Environmental Design (CPTED) principles to support public safety through the use of appropriate lighting, visible entrances, opportunities for natural surveillance, and clear sight lines for pedestrians.
29. Avoid blank, windowless walls along streets or other public open spaces.
30. Where large retaining walls are unavoidable, utilize terracing with integrated landscaping, including regularly spaced trees/hedging along the base that covers 75% or more of the visible portion of the wall from public spaces.
31. Design attractive, engaging, functional and efficient on-site exterior open spaces.
32. Use landscaping as a privacy buffer and define private, semi-private, common/shared, and public outdoor areas.
33. Integrate Pest Management measures for landscape design and maintenance.
34. Design communal outdoor areas to foster social interaction and a sense of community and provide outdoor employee amenities area such as lunch and break areas.

~~Scale~~

~~4.~~ (Similar to new #15) ~~A human scale should be respected where buildings and other structures face a road. This shall be expressed in window size, sill heights, door shelters, and soffit heights. Designs should capitalize on dramatic architectural elements such as towers or mechanisms relating to use or processes associated with the business.~~

~~Massing~~

~~5.~~ (Similar to new #9) ~~Buildings should be stepped to follow the topography of the site. The massing of buildings should be broken up, by stepping back portions of the front building façade. Continuous, uninterrupted, building facades should be avoided.~~

Maintain View Corridors

6. Buildings should be designed to maximize views beyond and between buildings.

Entrances

7. (Similar to new #22) Building entrances shall be well defined, visible, and clearly lit. Main entrances shall face the road or entrance driveways, and should be designed and located so that they can be clearly identified from roads or entry driveways.

Visibility from Roads

8. (Similar to new #25) Buildings visible from roads should be sited and designed so that the office and/or retail portion of the building is oriented towards the road.

Loading Areas to be Integrated with Overall Design

9. Loading area design shall be integrated into the design of the building. High quality material and non-bright colours shall be used for loading doors.

Fencing

10. (Similar to new #43) Where fences are used, they should be solid or a combination of solid and lattice design. The design of the fence, elevation, and related construction details shall be submitted as part of a landscape plan. Black chain-link fencing may be used where enhanced by vegetative screening.

11. (Similar to new #42) Fences shall be constructed with all components of sufficient size and strength to prevent sagging, and constructed to minimize rot. Along sloping ground, the top of wood fences shall be horizontal with vertical drops at the posts.

Signage and Lighting

12. (Similar to new #44) Signs may not contain or utilize any flashing, blinking intermittent or moving light as a source of illumination. The form of signage should be identified in the design expressed in the Development Permit application.

13. (Similar to new #45) All signage should be located below the roofline and be integrated with the building façade through colour and graphic style.

14. (SImilar to new #46) Externally illuminated signs, including commercial billboard, building identification, or other similar illuminated signs, shall comply with the following:

    (i) Top mounted light fixtures shall be fully shielded;

    (ii) When top mounted light fixtures are not feasible, visors or other directional control devices shall be used to prevent spillage of light into the night sky.

15. All architectural or decorative lighting shall be turned off between 2300 hours or the closure of the business or facility to the public, whichever is later, and sunrise. This shall be accomplished by automatic timing devices unless the irregular schedule of the business or facility makes this impractical.

16. Parking lots shall have adequate pedestrian scaled directional signs for visitors, delivery vehicles and employees. The sign shall not exceed 4 feet in height or 8 square feet in surface area.

17. (SImilar to new #46) Exterior lighting should be downcast and directed away from residential areas. On-site lighting and signs should not produce glare on neighboring roads, properties, or the night sky. To minimize this impact, fully shielded high-pressure sodium luminaires positioned not higher than 4.88 meters (16 feet) above ground level, with 0% up light, should be used. Applicants will be requested to provide information indicating that the lighting plan has been considered and approved by the Dominion Astrophysical Observatory.

18. (Similar to new #28) Vehicular and pedestrian access and entries should be illuminated in a manner that facilitates visibility and security. Security lighting should have armoured housings.

44. Signs may not contain or utilize any flashing, blinking intermittent or moving light as a source of illumination.
45. Locate signage below the roofline, and integrate signage with the building façade through colour and graphic style.
46. Integrate dark sky principles across site and building designs.
    a. Ensure top-mounted light fixtures are fully shielded and directed away from residential or wildlife areas.
    b. When top-mounted light fixtures are not feasible, use visors or other directional control devices to prevent spillage of light into the night sky.
    c. Ensure on-site lighting and signs do not produce glare on neighbouring roads, properties, or the night sky.

Parking

47. Avoid locating off-street parking between the front façade of a building and streets, open spaces, or pedestrian circulation routes.
48. Where appropriate, divide large parking lots into smaller parking areas with well-integrated landscape pockets to avoid large expanses of paved areas and to provide easy accessibility to buildings.
49. Where practical, utilize landscaped swales adjacent to parking areas to maximize canopy coverage and provide cooling, GHG capture, air quality enhancement, urban habitat, stormwater capture, filtration, and infiltration.
50. Consideration may be given to the replacement of parking stalls with transportation demand management practices (e.g., transit passes, carshare) as recommended by a Parking Study.
51. Where appropriate to site uses and activities, provide secure, weather-protected bicycle and human-powered vehicle parking and amenities, including:
    a. Covered short-term parking in well-lit and highly visible locations, such as near primary building entrances.
    b. Facilities such as showers and lockers to support cycling and other forms of active transportation.
    c. Ample space and consideration for cargo bikes and other larger forms of human-powered vehicles

~~19. Vehicular and pedestrian circulation within all sites will be designed to function in a safe and efficient manner.~~

~~20.~~ (Similar to new #48) ~~To avoid large expanses of paved areas and to provide easy accessibility to buildings, large parking lots should be divided into smaller parking areas and have well-integrated landscaped pockets.~~

~~21.~~ (Similar to new #50) ~~In cooperation with the District and BC Transit, consideration may be given to the replacement of parking stalls with the provision of transit passes.~~

~~Perimeter Screening Treatment~~

~~22.~~ (Similar to new #40) ~~Perimeter landscaping of similar character shall be integrated with the natural landscape and the landscaping of adjacent development for streetscape continuity.~~

~~23.~~ (Similar to new #41) ~~A wide natural buffer shall be maintained along Millstream Road, and additional landscape treatment and berming are encouraged to attenuate noise, improve aesthetics, and reduce impacts of noise, odour, or shadow. Chain-link fencing is discouraged.~~

Screening and Fencing

~~24. Storage areas should be visually screened from roads by berming and dense landscaping, or should be designed and finished in a manner consistent with the principal building.~~

~~25.~~ (Similar to #37 and 38) ~~Outdoor storage of equipment or materials should be placed at the rear of the site and/or screened from surrounding roads and adjacent non-industrial uses by landscaped berming, solid screen fencing or other acceptable design.~~

~~26.~~ (Similar to #36) ~~Service areas, dumpsters and garbage containers, recycling containers, and utility kiosks shall be integrated into the landscape and screened by fences, walls, gates or landscaping from public view. Screening should be constructed of a similar design, fashioned from similar materials and finished with similar colours to those used in the primary building.~~

~~27.~~ (Similar to new #35) ~~Garbage and recycling materials shall be stored in containers which are weatherproof, non-combustible and animal-resistant within the boundaries of each site, and shall be visually screened from all adjacent sites and roads.~~

35. Garbage and recycling materials should be in containers that are weatherproof, non-combustible, and animal-resistant within the boundaries of each site.
36. Integrate service areas, dumpsters and garbage containers, recycling containers, utility kiosks and areas, and service or mechanical apparatus into the landscape or exterior building design and screen with fences, walls, gates, or landscaping from public view.
    a. Ensure these areas do not impact public open spaces or pedestrian pathways.
    b. Ensure these areas are clearly shown on site plans.
37. Locate mechanical equipment, such as the outdoor components of heat pumps and air conditioners, vents, and service areas to minimize impacts on adjacent residential buildings by avoiding proximity to windows, doors, and usable outdoor spaces.
38. Design buildings to ensure that adjacent residential properties have sufficient visual privacy (e.g., by locating windows and balconies to minimize overlook and direct sight lines into adjacent units) and protection from light trespass and noise.
39. In cases where publicly visible parking is unavoidable, screen parking using strategies such as:
    a. Landscaping and tree planting space.
    b. Trellises.
    c. Grillwork with climbing vines.
    d. Other attractive screening with some visual permeability.
    e. Incorporating a buffer or setback from the public to adjacent neighbourhoods.
40. Integrate perimeter landscaping of similar character with the natural landscape and the landscaping of adjacent development for streetscape continuity.
41. Maintain a wide natural buffer along Millstream Road, and additional landscape treatment and berming to attenuate noise, improve aesthetics, and reduce impacts of noise, odour, or shadow.
42. Fence designs will be appropriate to their function and location, with consideration for both landscape design and sustainability principles.
    a. Where appropriate (e.g., perimeter lot fences), fences should be designed to facilitate the movement of wildlife (e.g., with a small gap at ground-level).
    b. Fences visible to the public should be screened by landscaping.
    c. Materials will be of sufficient quality, size, and strength.
43. Fence designs – including elevations, materials, and related construction details – will be submitted as part of a landscape plan.

~~Transit Considerations~~

~~28.~~ (Similar to new #54) ~~Design should support transit opportunities, such as locating close to transit use, walkways to transit, bus shelters, bike lockers, and provision of park and ride facilities.~~

Transportation and Mobility

52. Provide electric bicycle and vehicle charging infrastructure in line with District, Regional, or Provincial requirements and best practices.
53. Where appropriate to site uses and activities, create enhanced pedestrian routes, including weather protection on buildings and street frontages.
54. Provide support for car-share, carpool, bike-share, and other transportation-sharing models.

CONSOLIDATED

Effective Impervious Area (EIA)

DISTRICT OF HIGHLANDS

What is it?

Effective impervious areas are impervious surfaces that are directly connected to a conventional storm system, along entirely impervious pathways.

EIA - Precipitation falling on an area that is directly transported to streams through asphalt, concrete, and pipes would be considered an EIA.

Non-EIA - Precipitation that is transported to an area that mimics natural hydrologies (e.g., rain gardens, swales, pervious paving, rain barrels, green roofs) would not be considered an EIA.

Why does it matter?

Studies show that stream health becomes negatively impacted when the effective impervious area of a watershed is higher than 10%. Above 30% can have drastic impacts on stream function and associated organisms.

What are the EIA guidelines for Development Permit Area 4 (DPA4)

The Highlands DPA4 guidelines direct applications to minimize the EIA on site.

Best practices suggest an EIA target of less than 10% of the total site area.

How do you implement it?

- **Reduce impervious cover** - Utilize low-impact development strategies such as limiting paved surfaces, clustering development, and creating more pervious surfaces (e.g., green roofs, landscaped areas).
- **Mimic natural hydrologies** - Use rainwater source control measures, such as rain gardens, swales, pervious paving, green roofs, and vegetation to store and infiltrate rainwater on site.

How do you calculate it?

$$\frac{\text{Impervious surface area draining directly to conventional storm drain system } (m^2)}{\text{Total site area } (m^2)}$$



Example of an EIA *- precipitation falling and flowing to a stream along a continuous impervious pathway.*





Example of a non-EIA *- precipitation flowing into an area of a parking lot that mimics natural hydrology.*



Example of a non-EIA *- precipitation flowing into rain barrels that mimics natural hydrology.*

From: Karen Burns < >
Sent: November 12, 2024 12:11 AM
To: Laura Beckett <lbeckett@highlands.ca>
Subject: Letter to Mayor and Council regarding COW Meeting November 12, 2024 and suggested revisions to DPA 4

Dear Mayor and Council Members,

I appreciate that you have given Highland community members the same opportunity that the business owners in the South Highlands local area plan were given to provide input on the draft DPA 4.
Please accept this letter as I am traveling and will be unable to attend the meeting electronically tomorrow.

I also appreciate the thoughtful and tremendous amount of work performed by staff and the consultant, as well as yourselves, to bring this document forward.

While it is commendable to have such an aspirational document, it is much more effective to have a document with some regulations and teeth to ensure compliance for redevelopment.

For example, in Table 1 for the updated DPA 4 Regenerative Development, Section 2 reads "All new development SHOULD", this should be replaced with "All new development MUST".

Similarily, Section 5 reads "As part of a Zoning Amendment Application, the District MAY require an Environmental Stewardship Plan..."
MAY should be changed to WILL.

From my many years as a union negotiator and contract writer, these words provide clarity and stability in interpreting requirements in documents.

I believe these amendments will provide clarity and structure for developers, as well as reassurance for the many Highland residents who answered the SHLAP survey and expressed the idea that environmental preservation and rewilding were the top priority for lands in this DPA.

Thank you for your consideration.

Yours truly,
Karen Burns

October 21, 2024

Council Meeting Minutes

Moved by: Councillor Gord Baird

Seconded by: Councillor McLean

Motion: 236-2024

That "*Council Remuneration and Expenses Bylaw No. 400, 2018, Amendment No. 2 (Technology Allowance) Bylaw No. 461, 2024"* be read a second time.

CARRIED

Moved by: Councillor Ann Baird

Seconded by: Councillor Stanton

Motion: 237-2024

That "Council Remuneration and Expenses Bylaw No. 400, 2018, Amendment No. 2 (Technology Allowance) Bylaw No. 461, 2024" be read a third time.

CARRIED

9.4 **OFFICIAL COMMUNITY PLAN AMENDING BYLAW TO INCORPORATE SOUTH HIGHLANDS LOCAL AREA PLAN (3900-450)**

Moved by: Councillor Gord Baird

Seconded by: Councillor McLean

Motion: 238-2024

That the draft Development Permit Area 4 amendment in the proposed Highlands Official Community Plan Bylaw 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450, 2024 be referred to the Committee of the Whole for discussion.

CARRIED

10. NEW BUSINESS

10.1 **APPLICATION FOR TEMPORARY USE PERMIT TUP-01-24**
1943 Millstream Road

Moved by: Councillor Roessingh

Seconded by: Councillor Gord Baird

Motion: 239-2024

That notification for Council's consideration of Temporary Use Permit No. TUP-01-24 be issued.

CARRIED

Opposed: Councillor Ann Baird

October 7, 2024

Council Meeting Minutes and Agenda Item

DISTRICT OF HIGHLANDS

Minutes of Regular Council
Monday, October 7, 2024 at 7:00 PM
Community Hall - 729 Finlayson Arm Road

Council Members Present:
Mayor Williams, Councillor Anderson, Councillor Ann Baird (via Zoom), Councillor Gord Baird, Councillor McLean, Councillor Roessingh (via Zoom; left the meeting at 7:50 pm), and Councillor Stanton

In Attendance:
CAO Loranne Hilton, Municipal Planner Laura Beckett, Fire Chief Dean Ford, and Corporate Officer Amanda Irving

Public Observation: 8

Mayor Williams called the Regular Council meeting to order at 7:05 pm and acknowledged meeting in the traditional territories of the Lək^{w}əŋən, SENĆOŦEN and Hul'q'umi'num speaking First Nations with whom we are committed to building stronger working relationships.

1. APPROVAL OF THE AGENDA

Moved by: Councillor Stanton

Seconded by: Councillor McLean

Motion: 201-2024

THAT the October 7, 2024, Regular Council Meeting Agenda be approved as presented by adding Libby McMinn wishing to speak under Petitions and Delegations.

CARRIED

2. PETITIONS AND DELEGATIONS

Libby McMinn, resident, addressed Council in respect to item 9.4 regarding baseline conditions for measuring outcomes and noted a significant shift from development focused to strong support for rewilding.

She spoke in support of:

- Prioritized protection and restoration of the natural environment.
- Net zero and net positive concepts.
- Regenerative development designation.

And she was concerned that setting the baseline date might:

- Incentivize stripping the land of natural features.
- Create the lowest possible baseline.
- Lead to issues similar to those seen with the existing mine site.

She recognized the difficulty for the Council in setting a baseline and the lack of readily available tools for moving away from the current state.

3. ADOPTION OF MINUTES

3.1 **Council - September 9, 2024**

Moved by: Councillor Gord Baird

Seconded by: Councillor Anderson

Motion: 202-2024

THAT the minutes of the September 9, 2024 Regular Meeting of Council be adopted as presented.

CARRIED

OPPOSED: COUNCILLOR MCLEAN

3.2 **West Shore Parks and Recreation Society – May 9, 2024**
West Shore Parks and Recreation Society – June 13, 2024

Moved by: Councillor Anderson

Seconded by: Councillor Stanton

Motion: 203-2024

THAT the minutes of the May 9, 2024 and June 13, 2024 West Shore Parks and Recreation Society be received for information.

CARRIED

4. REPORTS OF COMMITTEES & COMMISSIONS

(Council's written reports have been appended to the agenda.)

4.1 **Councillor Leslie Anderson**
West Shore Parks and Recreation Society, South Island Reconciliation Advisory Committee and Heritage Select Committee

Councillor Anderson provided a written report of the September 12, 2024, West Shore Parks and Recreation Board of Director's Meeting.

4.2 **Councillor Ann Baird**
CRD Climate Action Inter-Municipal Task Force and CRD Housing Trust Fund Commission

Nothing to report at this time.

4.3 **Councillor Gord Baird**
CRD Regional Water Supply Commission & CRD JDF Water Distribution Commission and Sustainable Land Use Select Committee

Councillor Gord Baird provided a written report with updates for the CRD Regional Water Supply Commission and the Juan de Fuca Water Distribution Commission.

4.4 **Councillor Marcie McLean**
Coexisting with Carnivores Alliance and Victoria Family Court and Youth Justice Committee

Councillor McLean provided a verbal report regarding the Victoria Family Court and Youth Justice Committee workload and panel discussion that took place in September that the Committee plans to report out on.

4.5 **Councillor Karel Roessingh**
Capital Region Emergency Services Telecommunications, CRD Arts Commission and Greater Victoria Public Library Board

Councillor Roessingh provided a written report regarding CREST, Greater Victoria Public Library and the CRD Arts Commission.

4.6 **Councillor Rose Stanton**
Emergency Planning Committee, Western Communities Policing Advisory Committee and Social Sustainability Select Committee

Nothing to report at this time.

4.7 **Mayor's Report**

Mayor Williams provided a written report regarding the September CRD Board Meeting, BC Province-wide Community to Community Forum, UBCM 2024 Convention and the Regional Parks Committee Meeting.

5. RATIFICATION OF COMMITTEE RECOMMENDATIONS

6. INTRODUCTION OF LATE ITEMS

7. UNFINISHED BUSINESS

7.1 **APPLICATION RZ-02-23**
1772 and 1760 Millstream Road (WMYETEN (Mary Lake) Nature Sanctuary)

Moved by: Councillor Gord Baird

Seconded by: Councillor Stanton

Motion: 204-2024

THAT staff be directed to draft amendments to the Official Community Plan and the Zoning Bylaw to accomplish the amended application.

CARRIED

OPPOSED: COUNCILLOR MCLEAN

7.2 **REQUEST FOR STAFF REPORT ON COMPUTER/TABLET AND RELATED EXPENSE REIMBURSEMENT FOR COUNCIL**

Moved by: Councillor McLean

Seconded by: Councillor Gord Baird

Motion: 205-2024

THAT staff be directed to draft an amendment to "Council Remuneration and Expenses Bylaw No. 400, 2018" to include the following:

Effective November 6, 2022, a Technology Allowance of $2000 per term be provided to each member of Council for costs associated with the purchase, maintenance, and technology support for electronic communication.

NOT VOTED ON DUE TO AMENDING MOTIONS

Moved by: Councillor Gord Baird

Seconded by: Councillor Stanton

Motion: 206-2024

THAT the main motion be amended to reduce the Technology Allowance to $1000 per term.

CARRIED

OPPOSED: COUNCILLOR MCLEAN

Moved by: Councillor Anderson

Seconded by: Councillor Stanton

Motion: 207-2024

THAT the main motion be amended to change the effective date to be November 2026.

DEFEATED

OPPOSED: MAYOR WILLIAMS, MCLEAN, ANN BAIRD, AND GORD BAIRD

Councillor Roessingh left the meeting at 7:50 pm.

Moved by: Councillor McLean

Seconded by: Councillor Gord Baird

MAIN MOTION AS AMENDED

Motion: 208-2024

THAT staff be directed to draft an amendment to "Council Remuneration and Expenses Bylaw No. 400, 2018" to include the following:

Effective November 6, 2022, a Technology Allowance of $1000 per term be provided to each member of Council for costs associated with the purchase, maintenance, and technology support for electronic communication.

CARRIED

8. CORRESPONDENCE

9. BYLAWS

9.1 BYLAW NO. 458 – AMENDMENT TO ZONING BYLAW NO. 100, 1998

Moved by: Councillor Anderson

Seconded by: Councillor McLean

Motion: 209-2024

That "*Highlands Zoning Bylaw, 1998, Amendment No. 43, (Emergency Vehicle Turnaround Area) Bylaw No. 458, 2024*" be given third reading.

CARRIED

Moved by: Councillor Anderson

Seconded by: Councillor Gord Baird

Motion: 210-2024

That "*Highlands Zoning Bylaw, 1998, Amendment No. 43, (Emergency Vehicle Turnaround Area) Bylaw No. 458, 2024*" be Adopted.

CARRIED

9.2 RECORDS MANAGEMENT BYLAW NO. 460, 2024

Moved by: Councillor Gord Baird

Seconded by: Councillor Anderson

Motion: 211-2024

THAT "*Records Management Bylaw No. 460, 2024*" be given first reading.

CARRIED

Moved by: Councillor Anderson

Seconded by: Councillor McLean

Motion: 212-2024

THAT "*Records Management Bylaw No. 460, 2024*" be given second reading.

CARRIED

Moved by: Councillor Stanton

Seconded by: Councillor Anderson

Motion: 213-2024

THAT "*Records Management Bylaw No. 460, 2024*" be given third reading.

CARRIED

9.3 **APPLICATION RZ-01-21**
499 MILLSTREAM LAKE ROAD AND UNADDRESSED MILLSTREAM LAKE ROAD

Councillor Anderson left the meeting at 8:03 pm siting a perceived conflict of interest as the property subject to the application is adjacent to her property.

Moved by: Councillor Gord Baird

Seconded by: Councillor McLean

Motion: 214-2024

THAT the draft Highlands Zoning Bylaw, 1998, Amendment No. 44, (New GB1A – 499 and Unaddressed Millstream Lake Road) Bylaw No. 442, 2024 be referred to staff to incorporate the request from the applicants made through there correspondence dated October 6, 2024.

CARRIED

Councillor Anderson returned to the meeting at 8:20 pm.

9.4 **FOLLOW-UP FROM SEPTEMBER 9, 2024 COUNCIL MEETING RE: "FOLLOW-UP FROM JULY 15, COUNCIL MEETING RE: "OCP AMENDING BYLAW TO INCORPORATE SOUTH HIGHLANDS LOCAL AREA PLAN"**

Moved by: Councillor Gord Baird

Seconded by: Councillor Anderson

Motion: 215-2024

THAT Council move in-camera at 8:35 pm in accordance with section 90(1)(i) of the *Community Charter* to discuss the receipt of advice that is subject to solicitor-client privilege, including communications necessary for that purpose.

CARRIED

Council returned to the open portion of the meeting at 8:56 pm.

The meeting recessed at 8:56 pm.

The meeting reconvened at 9:01 pm.

Moved by: Councillor Gord Baird

Seconded by: Councillor Anderson

Motion: 2016-2024

THAT item 9.4 OCP Amending Bylaw to Incorporate South Highlands Local Area Plan be deferred to the October 21, 2024 Council Meeting.

CARRIED

10. NEW BUSINESS

10.1 TRIPLESHOT CROSSFONDO CYCLING EVENT – SUNDAY, OCTOBER 20, 2024

Moved by: Councillor Gord Baird

Seconded by: Councillor Anderson

Motion: 217-2024

THAT Council approve the cycling event hosted by the Tripleshot Cycling Club and occupancy of Munn Road, Woodridge Place and Westridge Place on Sunday, October 20, 2024 from 11:00 am to 1:00 pm subject to the Event Organizer entering into a Public Property Occupancy Agreement, substantially as shown attached to the report of the Corporate Officer dated September 10, 2024; and

AND THAT the Corporate Officer be authorized to execute such agreement on behalf of the District of Highlands.

CARRIED

10.2 2024 FIRE DEPARTMENT GRANT OPPORTUNITY – EQUIPMENT AND TRAINING

Moved by: Councillor Stanton

Seconded by: Councillor Gord Baird

Motion: 218-2024

THAT Council authorize staff to prepare and submit a Volunteer and Composite Fire Departments Equipment and Training grant application to the Union of British Columbia Municipalities on behalf of the District, in the amount of $40,000.

CARRIED

10.3 DESIGNATION OF A FIRE INSPECTOR AND FIRE INVESTIGATOR

Moved by: Councillor Stanton

Seconded by: Councillor McLean

Motion: 219-2024

THAT the Fire Chief be designated as the Fire Inspector and Fire Investigator for the District of Highlands.

CARRIED

10.4

WEST SHORE PARKS AND RECREATION SOCIETY GOVERNANCE AGREEMENTS

Moved by: Councillor Anderson

Seconded by: Councillor Stanton

Motion: 220-2024

THAT Council approve the rollover of the Governance Agreements for an additional 5-year term from March 1, 2025 to February 28, 2030, with the understanding that amendments to the Governance Agreements may be considered due to the potential West Shore Regional Parks and Recreation Facilities Master Plan process.

CARRIED

10.5 **2024 PERIOD TWO ACTIVITY REPORT – MAY 1 TO AUGUST 31, 2024**

Moved by: Councillor Gord Baird

Seconded by: Councillor McLean

Motion: 221-2024

That the May 1 to August 31, 2024, Activity Reports attached to the report from the Chief Administrative Officer dated October 1, 2024 be received.

CARRIED

11. NOTICE OF MOTION

12. MOTION TO MOVE IN CAMERA

Moved by: Councillor Gord Baird

Seconded by: Councillor Stanton

Motion: 222-2024

That Council move in camera at in accordance with section 90 (1) (a) of the Community Charter to discuss personal information about an identifiable individual who holds or is being considered for a position as an officer, employee or agent of the municipality or another position appointed by the municipality.

CARRIED

Council returned to the open portion of the meeting at 9:16 pm.

13. RELEASE OF IN CAMERA RESOLUTIONS

That the following resolution be released from the In-Camera meeting of October 7, 2024:

In-Camera Motion: 45-2024

THAT Bob McMinn's resignation from the Highlands Select Committees be received.

14. ADJOURNMENT

Moved by: Councillor Gord Baird
Seconded by: Councillor Anderson
Motion: 223-2024

THAT the Regular Council meeting of October 7, 2024 adjourn at 9:16 pm.

CARRIED

_____
MAYOR

_____
CORPORATE OFFICER

DISTRICT OF HIGHLANDS

REPORT

TO: Loranne Hilton
Chief Administrative Officer

DATE: October 4, 2024
FILE: TBD: Bylaw 3900-450

FROM: Laura Beckett
Municipal Planner

To Council
October 7, 2024

RE: **FOLLOW-UP FROM SEPTEMBER 9, 2024 COUNCIL MEETING RE: "FOLLOW-UP FROM JULY 15, COUNCIL MEETING RE: "OCP AMENDING BYLAW TO INCORPORATE SOUTH HIGHLANDS LOCAL AREA PLAN""**

PURPOSES

- To provide Council with requested information.
- To provide Council with the opportunity to consider the recommendations from the original report, "OCP Amending Bylaw to Incorporate South Highlands Local Area Plan," from the July 15, 2024 Council Meeting.

BACKGROUND

At its September 9, 2024 meeting, Council resolved: "That staff report back with more details and implications about 4 possible dates for establishing baseline land conditions, as well as information for using a project's "reference habitat" as the baseline land conditions." Here are the web links to the related previous staff reports:

- Staff report from the September 9, 2024 Council Agenda: https://www.highlands.ca/AgendaCenter/ViewFile/Item/8921?fileID=7520.
- Staff report from the July 15, 2024 Council Agenda: https://www.highlands.ca/AgendaCenter/ViewFile/Item/8817?fileID=7472.

Clarification: SHLAP and OCP

Through Bylaw 450, the South Highlands Local Area Plan (SHLAP) would become a part of the Official Community Plan (OCP). If there is an inconsistency between the SHLAP and the rest of the OCP, the SHLAP would take precedence. At its September 9, 2024 meeting, Council discussed inserting a specific baseline date into the SHLAP. An OCP is meant to be and functions best as a high-level general policy document. Because the SHLAP would become part of the OCP and adding in a specific date goes against proven best practices, staff recommended not doing this. Council may recall similar recommendations when the SHLAP was being considered in 2023. Some more specific draft SHLAP policies were generalized for this reason.

DISCUSSION

The four dates to which staff understands the September 9, 2024 resolution refers are:

1. Application date for land use change (Future date)
2. Adoption date of OCP Bylaw for SHLAP incorporation – (Future Date)
3. Integrated Community Sustainability Plan (ICPS) approval date (October 2011)
4. Strategic Plan approval date that included a priority to create a local area plan for south highlands (May 21, 2019).
5. The final item referred to in the resolution was a project's reference habitat with, to staff's understanding, the idea being that the naturalized condition of a property would be the baseline.

Baseline

Please see attached Table 1 that compares the five suggested baselines. The purpose of a "baseline" is to establish an origin date – or condition – from which a comparative analysis could occur to determine whether a rezoning application would result in a net positive outcome for environmental, social, and economic aspects of both a site and the Highlands community. The reference for "net positive outcome" is SHLAP policy 3.4.1.1 1a, which states, "Support a variety of land uses and on-site activities that: Achieve net positive outcomes (see section 2.3 for definition)."

SHLAP section 2.3 provides some high-level direction, including broad definitions and of net positive, baseline, and environmental, social, and economic sustainability. It also states in two places that "baseline" means "current" time and/or conditions:

1. The second paragraph on page 13 states, "The terms net zero and net positive are used in this Plan to provide an aspirational framework for sustainable land use in the District, in which the outcomes of land use provide equal or greater benefits than costs to current environmental, social, and economic conditions."
2. The box entitled, "Baseline," also on page 13 states: "In this Plan, the baseline for assessing net zero and net positive land use and activities is current environment, social, and economic conditions."

OCPs look to the future and the SHLAP necessarily does the same. This is one reason why OCPs function best when they are general and high-level. Advice to Council has been that providing flexible land use direction in the OCP maximizes Council's flexibility at the zoning stage. It also sets up reasonable expectations for everyone. After further research and consideration, using a single, specific date or time is inherently problematic, and staff no longer recommends that Council specify this, including through a Council resolution.

Naturalized Condition

Through discussions at the July 15 and September 9, 2024 Council Meetings, staff interprets that the intention may be to establish a baseline that uses naturalized versions of properties to achieve as much naturalization or rewilding as possible through a rezoning application. The subject properties have not been in a truly naturalized state since possibly the early 1940's. Arial photos do not show sub-surface conditions. It would be practically too restrictive to collect data for a comparative analysis, and for the subject properties to achieve "net positive" environmental, social, and economic outcomes.

Policy direction for re-naturalizing or re-wilding occurs in SHLAP policy 3.4.1.1 1b that states, "Support a variety of land uses and on-site activities that: Achieve site restoration including re-wilding of features or areas on a site." This is the most effective way for the District to formalize and communicate its land use intent.

SUMMARY / CONCLUSIONS

1. If Bylaw 450 is adopted, the SHLAP would become part of the OCP. If there is an inconsistency between the SHLAP and the rest of the OCP, the SHLAP would take precedence.
2. In the SHLAP, "baseline" means "current". This is when environmental, social, and economic conditions become relevant to a proposal, both in terms of a site and the Highlands community.
3. OCPs are general and forward-looking policy documents. Flexibility is best practice.
4. Using naturalized versions of properties for a baseline may be practically too restrictive for comparative analysis purposes and for a property to achieve "net positive".
5. The OCP-SHLAP contains policy direction to "achieve site restoration including re-wilding of features or areas on a site." This is the most effective way to formalize the District's intent.

...3

RECOMMENDATIONS FROM JULY 15, 2024 REPORT

That Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450, 2024 be given first reading.

That the regional context statement proposed to be changed by Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450 be referred to the CRD Board for acceptance.

That Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450 be referred to CRD Board, City of Langford, Town of View Royal, First Nations of Esquimalt, Songhees, Malahat, Pauquachin, Sooke, Tsartlip, Tsawout, Tseycum, Halalt, Lyackson, Penelakut, and Ts'uubaa'asatx, Cowichan Tribes, BC Crown Land Opportunities and Restoration Branch, and BC Ministry of Forests, Lands, Natural Resource Operations and Rural Development.

Respectfully submitted,

Laura Beckett, MURP, MCIP, RPP
Municipal Planner

Concurrence

Loranne Hilton,
Chief Administrative Officer

Attachment:

- Table 1 – Baseline Considerations and Possible Implications

Table 1

Possible Baseline	*General Considerations and Possible Implications*
Application Date for Land Use Change	• This is typically when environmental, social, and economic conditions become relevant to a proposal with respect to both a site and the Highlands community. • Most practical time for acquiring environmental, social, and economic data for comparison with application and "current" circumstances/conditions. • Useful for areas that already have industrial zoning if they are seeking zoning changes. • Not useful for the two active applications that have been deferred. These would not be considered "current". • There is a concern that properties that have been disturbed would be able to achieve net positive environmental, social, and economic outcomes with little actual improvements to the property.
Adoption Date of OCP Bylaw for SHLAP Incorporation	• As time moves forward, this date becomes less consistent with "current" circumstances/conditions. • Not as practical for acquiring baseline data for future applications. • Not useful for the two active applications that have been deferred. These would not be considered "current". • There is a concern that properties that have been disturbed would be able to achieve net positive environmental, social, and economic outcomes with little actual improvements to the property.
ICSP Approval Date – October 25, 2011	• Not "current". • Rationale: Baseline would predate some current land uses outside of District control. • Baseline data for individual properties may not be available. • Visual state of property does not show contaminated status.
Strategic Plan Approval Date to include a Local Area Plan for South Highlands – May 21, 2019	• Not "current". • Rationale: Council decision to create a local area plan for south Highlands. • Baseline data for individual properties may not be available. • Visual state of property does not show contaminated status.
Project Reference Habitat – Naturalized State or Pre-Development State of Property	• Not "current". • Dates may go back as far as early 1940s and predates both Highlands' (1993) and CRD's (1966) incorporation. • How to determine naturalized state? Arial photos do not show sub-surface conditions. • May be practically too restrictive to measure for comparative analysis and for a property to achieve "net positive" outcomes.

September 9, 2024

Council Meeting Minutes and Agenda Item

DISTRICT OF HIGHLANDS
Minutes of Regular Council Meeting
Monday, September 9, 2024 at 7:00 PM
Community Hall - 729 Finlayson Arm Road

Council Members Present:
Mayor Williams, Councillor Anderson, Councillor Ann Baird, Councillor Gord Baird, Councillor McLean, Councillor Roessingh, and Councillor Stanton

In Attendance:
Chief Administrative Officer Loranne Hilton, Municipal Planner Laura Beckett, Fire Chief Dean Ford, and Corporate Officer Amanda Irving

Public Observation: 6

Mayor Williams called the Regular Council meeting to order at 7:00 pm and acknowledged meeting in the traditional territories of the Lək^{w}əŋən, SENĆOŦEN and Hul'q'umi'num speaking First Nations with whom we are committed to building stronger working relationships.

Councillor Stanton recognized the passing and sent condolences to the family of well-known District of Highlands resident Eric Herbert.

1. APPROVAL OF THE AGENDA

Moved by: Councillor McLean
Seconded by: Councillor Ann Baird
Motion: 183-2024

THAT the September 9, 2024 Regular Council Meeting Agenda be approved as presented by adding Karen Burns wishing to speak under Petitions and Delegations.

CARRIED

2. PETITIONS AND DELEGATIONS

Karen Burns, resident, addressed Council regarding the following items:

- Item 9.4
  - objects to the recommended baseline interpretation and does not feel it is the intent of the South Highlands Local Area Plan; and
  - disagrees with staff's interpretation of the Local Government Act's requirement to identify gravel deposits suitable for future extraction in the Official Community Plan.

- Item 10.1

- supports remuneration for Council including an increase in pay and tools to conduct business.

3. ADOPTION OF MINUTES

3.1 Council - August 12, 2024

Moved by: Councillor McLean

Seconded by: Councillor Ann Baird

Motion: 184-2024

THAT the minutes of the August 12, 2024 Regular Meeting of Council be Deferred.

DEFEATED

OPPOSED: MAYOR WILLIAMS, COUNCILLORS ANDERSON, ROESSINGH, STANTON, ANN BAIRD, AND GORD BAIRD

Moved by: Councillor Roessingh

Seconded by: Councillor Stanton

Motion: 185-2024

THAT the minutes of the August 12, 2024 Regular Meeting of Council be Adopted as presented.

CARRIED

OPPOSED: COUNCILLOR MCLEAN

3.2 Capital West Accessibility Advisory Committee – April 24, 2024

3.3 Capital West Accessibility Advisory Committee – June 26, 2024

Moved by: Councillor Gord Baird

Seconded by: Councillor Roessingh

Motion: 186-2024

That the minutes of the April 24, 2024 and June 26, 2024 Capital West Accessibility Advisory Committee be Received for information.

CARRIED

4. REPORTS OF COMMITTEES & COMMISSIONS

4.1 Councillor Leslie Anderson

West Shore Parks and Recreation Society, South Island Reconciliation Advisory Committee and Heritage Select Committee

- Nothing to report at this time.

4.2 Councillor Ann Baird

CRD Climate Action Inter-Municipal Task Force and CRD Housing Trust Fund Commission

- Nothing to report at this time.

4.3 Councillor Gord Baird

CRD Regional Water Supply Commission & CRD JDF Water Distribution Commission and Sustainable Land Use Select Committee

- Nothing to report at this time.

4.4 Councillor Marcie McLean

Coexisting with Carnivores Alliance and Victoria Family Court and Youth Justice Committee

- Nothing to report at this time.

4.5 Councillor Karel Roessingh

Capital Region Emergency Services Telecommunications, CRD Arts Commission, and Greater Victoria Public Library Board

- Councillor Roessingh provided a verbal report on the progress of the new CREST building and the sale of the current building.

4.6 Councillor Rose Stanton

Emergency Planning Committee, Western Communities Policing Advisory Committee, and Social Sustainability Select Committee

- Nothing to report at this time.

4.7 Mayor's Report

- Mayor Williams thanked Council and the Highlands Fire Department for their support and participation at the September 8, 2024 Highlands Fling. He reported the Fling was another successful community event enjoyed by all.

5. RATIFICATION OF COMMITTEE RECOMMENDATIONS

6. INTRODUCTION OF LATE ITEMS

7. UNFINISHED BUSINESS

8. CORRESPONDENCE

9. BYLAWS

9.1 RE: PARKS, RECREATION AND COMMUNITY SERVICE ESTABLISHMENT BYLAW NO. 459, 2024

Moved by: Councillor McLean

Seconded by: Councillor Roessingh

Motion: 187-2024

That "*Parks, Recreation and Community Service Establishment Bylaw No. 170, 2001, Amendment No. 1, Bylaw No. 459, 2024*" be Adopted.

CARRIED

9.2 Report, Municipal Planner, August 14, 2024

RE: BYLAW 458 – AMENDMENT TO ZONING BYLAW NO. 100, 1998

Moved by: Councillor Roessingh

Seconded by: Councillor Stanton

Motion: 188-2024

That "*Highlands Zoning Bylaw, 1998, Amendment No. 43, (Emergency Vehicle Turnaround Area) Bylaw No. 458, 2024*" be given First Reading.

CARRIED

Moved by: Councillor Roessingh

Seconded by: Councillor Ann Baird

Motion: 189-2024

That "*Highlands Zoning Bylaw, 1998, Amendment No. 43, (Emergency Vehicle Turnaround Area) Bylaw No. 458, 2024*" be given Second Reading.

CARRIED

Moved by: Councillor Roessingh

Seconded by: Councillor Anderson

Motion: 190-2024

That a public hearing for "*Highlands Zoning Bylaw, 1998, Amendment No. 43, (Emergency Vehicle Turnaround Area) Bylaw No. 458, 2024*" be scheduled for October 7, 2024 immediately before the regularly scheduled Council Meeting.

CARRIED

9.3 Report, Municipal Planner, September 5, 2024

APPLICATION RZ-01-21 - 499 Millstream Lake Road and Unaddressed Millstream Lake Road

Councillor Anderson left the meeting at 7:39 pm siting a perceived conflict of interest as the property subject to the application is adjacent to her property.

Moved by: Councillor Gord Baird

Seconded by: Councillor Roessingh

Motion: 191-2024

THAT Rezoning Application (RZ-01-21) - 499 Millstream Lake Road and Unaddressed Millstream Lake Road be Deferred to the October 7, 2024 Council Meeting.

CARRIED

Councillor Anderson returned to the meeting at 7:40 pm.

9.4 Report, Municipal Planner, September 4, 2024

RE: FOLLOW-UP FROM JULY 15, 2024 COUNCIL MEETING and "OCP AMENDING BYLAW TO INCORPORATE SOUTH HIGHLANDS LOCAL AREA PLAN"

Moved by: Councillor Roessingh

Seconded by: Mayor Williams

Motion: 192-2024

THAT "*Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450, 2024*" be given First Reading.

NOT VOTED ON DUE TO A MOTION TO WITHDRAW

Moved by: Councillor Roessingh

Seconded by: Councillor Gord Baird

Motion: 193-2024

THAT Motion 192-2024 " THAT *Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450, 2024* be given First Reading", be Withdrawn.

CARRIED

Moved by: Councillor Gord Baird

Seconded by: Councillor McLean

Motion: 194-2024

THAT the "baseline" in the South Highlands Local Area Plan be June 1, 2019.

NOT VOTED ON DUE TO AN AMENDING MOTION

Moved by: Councillor Ann Baird

Seconded by: Councillor McLean

Motion: 195-2024

THAT the motion be amended as follows:

THAT the "baseline" in the South Highlands Local Area Plan be May 21, 2019.

CARRIED

Moved by: Councillor Gord Baird

Seconded by: Councillor McLean

Motion: 196-2024

Main Motion as Amended

THAT the "baseline" in the South Highlands Local Area Plan be May 21, 2019.

NOT VOTED ON DUE TO A MOTION TO WITHDRAW

Moved by: Councillor Gord Baird

Seconded by: Councillor Ann Baird

Motion: 197-2024

THAT Motion 197-2024 "THAT the "baseline" in the South Highlands Local Area Plan be May 21, 2019", be Withdrawn.

CARRIED

Moved by: Councillor Ann Baird

Seconded by: Councillor Roessingh

Motion: 198-2024

THAT staff report back with more details and implications about 4 possible dates for establishing baseline land conditions, as well as information for using a project's "reference habitat" as the baseline land conditions.

CARRIED

10. NEW BUSINESS

10.1 Resolution, Mayor Williams, August 14, 2024
REQUEST FOR STAFF REPORT ON COMPUTER/TABLET AND RELATED EXPENSE REIMBURSEMENT FOR COUNCIL

RECONSIDERATION

Motion: 199-2024

That Council direct staff to provide a brief report to Council with simple options for incorporating remuneration or reasonable reimbursement of associated costs with the purchase, maintenance and associated technology support for electronic communications devices such as laptops or tablets required for carrying out the role of an elected official.

CARRIED

11. NOTICE OF MOTION

12. MOTION TO MOVE IN CAMERA

13. RELEASE OF IN CAMERA RESOLUTIONS

14. ADJOURNMENT

Moved by: Councillor Gord Baird
Seconded by: Councillor Ann Baird
Motion: 200-2024

THAT the Regular Council meeting of September 9, 2024 adjourn at 8:51 pm.

CARRIED

_____
Mayor

_____
CORPORATE OFFICER

DISTRICT OF HIGHLANDS

REPORT

TO: Loranne Hilton
Chief Administrative Officer

DATE: September 4, 2024
FILE: TBD: Bylaw 3900-450

FROM: Laura Beckett
Municipal Planner

To Council
September 9, 2024

RE: **FOLLOW-UP FROM JULY 15, 2024 COUNCIL MEETING RE: "OCP AMENDING BYLAW TO INCORPORATE SOUTH HIGHLANDS LOCAL AREA PLAN"**

PURPOSES

- To provide Council with requested information.
- To provide Council with the opportunity to consider the recommendations from the original report, "OCP Amending Bylaw to Incorporate South Highlands Local Area Plan," from the July 15, 2024 Council Meeting.

BACKGROUND

At its July 15, 2024 meeting, Council directed staff to report back on possible dates for establishing baseline land conditions. Page 13 of the South Highlands Local Area Plan (SHLAP and web link) states: *"In this Plan, the baseline for assessing net zero and net positive land use and activities is current environmental, social, and economic conditions."*

The staff report from the July 15, 2024 Council Meeting can be found at this web link: https://www.highlands.ca/AgendaCenter/ViewFile/Item/8817?fileID=7472.

OPTIONS

The following options are available for Council consideration:

1. That "baseline" in the South Highlands Local Area Plan be interpreted to mean an application date for a land use change.
2. That "baseline" in the South Highlands Local Area Plan be interpreted to mean the adoption date of the OCP amending bylaw that incorporates the South Highlands Local Area Plan.

CONSIDERATIONS

The following 3 possible baseline dates were suggested at the July 15, 2024 Council Meeting:

1. Application Date for Land Use Change
    - Most practical for acquiring environmental, social, and economic data for comparison with application and current circumstances/conditions.
    - Potential of damaging land ahead of application to create artificially positive outcome.
    - Baseline date would be different for every application.
2. Adoption Date of OCP Bylaw for SHLAP Incorporation
    - Not as practical for acquiring baseline environmental data for future applications. Some baseline data may be available at any time, i.e. census data.
    - As time moves forward, this date becomes less connected to "current" circumstances/conditions.
    - Baseline date would be the same for every application.

3. ICSP Approval Date – October 25, 2011
    - Not "current".
    - Rationale for using this date would be to employ a baseline that predated some current land uses outside of District control.
    - Baseline data for individual properties may not be available.

Using the application date would allow the most appropriate comparison between a proposed land use change with current circumstances and conditions of both the property and the community.

RECOMMENDATION
That "baseline" in the South Highlands Local Area Plan be interpreted to mean an application date for a land use change.

RECOMMENDATIONS FROM JULY 15, 2024 REPORT
That Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450, 2024 be given first reading.

That the regional context statement proposed to be changed by Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450 be referred to the CRD Board for acceptance.

That Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450 be referred to CRD Board, City of Langford, Town of View Royal, First Nations of Esquimalt, Songhees, Malahat, Pauquachin, Sooke, Tsartlip, Tsawout, Tseycum, Halalt, Lyackson, Penelakut, and Ts'uubaa'asatx, Cowichan Tribes, BC Crown Land Opportunities and Restoration Branch, and BC Ministry of Forests, Lands, Natural Resource Operations and Rural Development.

Respectfully submitted,

Laura Beckett, MURP, MCIP, RPP
Municipal Planner

Concurrence

Loranne Hilton,
Chief Administrative Officer

July 15, 2024

Council Meeting Minutes and Agenda Item

Requesting that the Ministries provide financial support for the Pacific Centre Family Association's Mobile Youth Services Team (MYST) and its Crime Reduction and Exploitation Diversion Program, with consistent and sustainable funding for the youth counsellor position in the very near future due to the critical and urgent MYST work with vulnerable youth and their families within the CRD; and further that Provincial funds be provided for 2 additional Youth Counsellor positions, for 2 additional MYST teams, with the letters copied to the Executive Director, Pacific Centre Family Services and all Mayors and Councils within the Capital Regional District.

CARRIED

7. UNFINISHED BUSINESS

Councillor Anderson declared a conflict of interest noting the subject property under item 7.1 backs onto her property and left the meeting at 7:51 pm.

7.1 Report, Municipal Planner, July 9, 2024 (RZ-01-21)
RE: AMENDED APPLICATION RZ-01-21
499 MILLSTREAM LAKE ROAD AND UNADDRESSED MILLSTREAM LAKE ROAD

Diana and Libby McMinn, applicants, were in attendance and answered questions from Council.

MOTION: 156-2024 *Moved Councillor Gord Baird, Seconded Councillor Roessingh*
That staff be directed to draft amendments to the Official Community Plan and Zoning Bylaw to accomplish the amended proposal.

CARRIED

Councillor Anderson returned to the meeting at 8:18 pm.

8. CORRESPONDENCE

9. BYLAWS

9.1 **RE: BUILDING REGULATION BYLAW CHANGES FOR SMALL-SCALE MULTI-UNIT HOUSING** (0125.61 / 3900-439)

MOTION: 157-2024 *Moved Councillor Gord Baird, Seconded Councillor Roessingh*
That Building Regulation Bylaw No. 192, 2003, Amendment No. 1, (Accessory Dwelling Units) Bylaw No. 439, 2022 be adopted.

CARRIED

9.2 Report, Municipal Planner, July 5, 2024 (3900-450)
RE: OCP AMENDING BYLAW TO INCORPORATE SOUTH HIGHLANDS LOCAL AREA PLAN

MOTION: 158-2024 *Moved Councillor Ann Baird, Seconded Councillor Gord Baird*
That Council direct staff to report back on possible dates for establishing baseline land conditions.

CARRIED

10. NEW BUSINESS

DISTRICT OF HIGHLANDS

REPORT

TO: Loranne Hilton
Chief Administrative Officer

DATE: July 5, 2024
FILE: TBD: Bylaw 3900-450

FROM: Laura Beckett
Municipal Planner

To Council
July 15, 2024

RE: **OCP AMENDING BYLAW TO INCORPORATE SOUTH HIGHLANDS LOCAL AREA PLAN**

PURPOSE

For Council to consider a bylaw to amend the Official Community Plan (OCP) to incorporate the South Highlands Local Area Plan (SHLAP) and updated guidelines for Development Permit Area 4.

STRATEGIC PLAN

This item is on Council's Strategic Plan. At its February 21, 2023 Council meeting, Council received the filled-in Sustainable Highlands Decision Making Framework. Here is a link to that form: https://www.highlands.ca/DocumentCenter/View/8238/Attachment-3_SHLAP_ICSP-Decision-Making-Framework_Feb-2023

BACKGROUND

At its June 19, 2023 meeting, Council directed staff to prepare an OCP amendment bylaw for consideration that incorporates SHLAP version dated June 2023. Council also directed that references to "low impact development" be removed from sections 6.2.6 and 8.1.3 to improve clarity. Full details of the SHLAP process can be found at this website: https://highlands.ca/504/South-Highlands-Local-Area-Plan.

Please find attached Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450, 2024 and a draft consolidated version of what the OCP would look like with the amendments proposed by Bylaw 450.

KEY COMPONENTS OF BYLAW 450

Updated Land Use Designation Map 2.1

The new map shows the new land use designations Regenerative Development and Special Plan Areas.

New "Regenerative Development" Land Use Designation

This new section replaces the existing "Highlands Commercial Industrial Gateway Area" with the "Regenerative Development" section 3.4.1 in the SHLAP. There are also three other statements: that this area is within the Highlands Servicing Area, that Development Permit Area 4 applies, and that the area contains gravel deposits that may be suitable for future extraction. This last statement is required content through *Local Government Act* section 473 (1) (c).

New "Special Plan Areas"

This is a new land use designation reflective of SHLAP section 3.4.2.

Updated Regional Context Statement

The updates to this section are consequential. Any change to a regional context statement requires acceptance by the CRD Board. If Council gives Bylaw 450 first reading, a resolution from Council sending the

regional context statement the CRD Board for acceptance is required. This needs to occur before the bylaw can be given further consideration.

Updated Development Permit Area 4
Development Permit Area 4 – Highlands Commercial Industrial Gateway Area is only found within the South Highlands. The main purpose of any development permit area is to implement OCP policy on applicable lands. To remain consistent with the new OCP policy direction, please also see an updated and renamed Development Permit Area 4 – Regenerative Development as part of Bylaw 450 and incorporated within the consolidated draft OCP. This item was not part of the SHLAP process because it is mostly a technical regulation. It has not received the extensive consultation that the SHLAP has. Staff conducted a 2-hour session where the draft Development Permit Area 4 changes were presented to representatives of the 4 properties that would be directly affected. To the degree determined by staff and the consultant, their comments have been incorporated into the Development Permit Area 4 version in Bylaw 450.

New Appendix C – South Highlands Local Area Plan
This includes a table showing the coincident policies between the OCP and the SHLAP, as well as the SHLAP in its entirety.

OPTIONS

The following two options are available for Council's consideration:

1. That Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450, 2024 be given first reading.

   That the regional context statement proposed to be changed by Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450 be referred to the CRD Board for acceptance.

   That Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450 be referred to CRD Board, City of Langford, Town of View Royal, First Nations of Esquimalt, Songhees, Malahat, Pauquachin, Sooke, Tsartlip, Tsawout, Tseycum, Halalt, Lyackson, Penelakut, and Ts'uubaa'asatx, Cowichan Tribes, BC Crown Land Opportunities and Restoration Branch, and BC Ministry of Forests, Lands, Natural Resource Operations and Rural Development.

2. That alternative direction be given.

DISCUSSION

Financial

- This project is funded through the BC Local Government Climate Action Program.

Legal/Bylaw/Regulatory

- Incorporating the SHLAP into the OCP gives the SHLAP effect.
- All bylaws and projects approved and undertaken by Council must be consistent with the OCP.
- Bylaw 450 does not change zoning on individual properties. If Bylaw 450 is adopted, all rezoning applications including the two that have been deferred (1965 Millstream Road and 1943 Millstream Road) would have to be consistent with the amended OCP.
- The new Development Permit Area 4 will apply to all lands in what is currently referred to as the Commercial Industrial Land Use Designation that would be renamed the Regenerative Development Land Use Designation.

Consultation

- Consultation for the SHLAP was thoughtful, extensive, focused, and iterative.
- A Council-appointed Task Force was fundamental to the development of the plan and was comprised of residents and representatives of some properties within the South Highlands.
- Public and stakeholder input was incorporated into the SHLAP throughout the process, including an attempt to expand the Task Force over the summer of 2020.
- The process, including input previously received by Council prior to its consideration of the SHLAP, is documented on this website: https://highlands.ca/504/South-Highlands-Local-Area-Plan.
- Key consultation summaries can be found at these links:
    - October 6, 2020 Engagement Plan
    - November 30, 2020 Stakeholder Workshop – Meeting Summary
    - "What We Heard" report of October 2021 survey
- As noted, due to its technical nature, updated Development Permit Area 4 was not part of the SHLAP process and therefore has not received extensive consultation. Representatives of properties that would be directly affected by changes to Development Permit Area 4 have provided input.
- *Local Government Act* section 473 (2.1) (b) requires local governments to consider their most recent Housing Needs Report when amending an OCP in relation to map designations addressing residential development. Because three properties currently designated Rural are proposed to be designated "Special Plan Areas", staff attaches an excerpt from Highlands 2020 Housing Needs Report. While residential use is fundamental to the Rural Land Use Designation, land uses for the Special Plan Areas are undetermined. As such, it is unknown whether Bylaw 450 would have any effect on residential development.
- *Local Government Act* section 475 requires local governments to consider consultation opportunities with persons, organizations, and authorities it considers will be affected by the proposed change to the OCP. A council must put its mind to whether consultation with any person or group needs to be early and ongoing. Specifically, Council must consider whether consultation is required with agencies listed in the first column of Table 1 as shown in Attachment 4. The second column in Table 1 describes whether or how consultation occurred with each organization or authority during the SHLAP process. The third column offers recommendations for referring Bylaw 450 to each organization/authority.
- While the consultation process was broad, deep, and responsive, it would be appropriate to provide referrals as noted in the third column of Table 1. Council could either direct staff to carry out the referrals as recommended in Table 1 or it could give alternative direction. For example, Council may be satisfied that appropriate consultation for the SHLAP project has occurred, and Council may wish to not do any additional referrals. Or Council may wish to refer the OCP amendment to additional parties.

CONCLUSION
The SHLAP process has led to the attached OCP amending bylaw for Council consideration.

RECOMMENDATIONS
That Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450, 2024 be given first reading.

That the regional context statement proposed to be changed by Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450 be referred to the CRD Board for acceptance.

That Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450 be referred to CRD Board, City of Langford, Town of View Royal, First Nations of Esquimalt, Songhees, Malahat, Pauquachin, Sooke, Tsartlip, Tsawout, Tseycum, Halalt, Lyackson, Penelakut, and Ts'uubaa'asatx, Cowichan Tribes, BC Crown Land Opportunities and Restoration Branch, and BC Ministry of Forests, Lands, Natural Resource Operations and Rural Development.

Respectfully submitted,

Laura Beckett, MURP, MCIP, RPP
Municipal Planner

Concurrence

Loranne Hilton,
Chief Administrative Officer

Attachments:
1. District of Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450
2. Draft Consolidated OCP with proposed changes incorporated
3. Excerpt from Highlands 2020 Housing Needs Report
4. Table 1: SHLAP Consultation and Recommendations for Bylaw 450 Referral

DISTRICT OF HIGHLANDS

Bylaw No. 450, 2024

A bylaw to amend District of Highlands Official Community Plan Bylaw No. 277

WHEREAS the Council of the District of Highlands has adopted Official Community Plan Bylaw No. 277;

AND WHEREAS the Council of the District of Highlands deems it necessary and expedient to amend Official Community Plan Bylaw No. 277;

NOW THEREFORE the Council of the District of Highlands in open meeting assembled enacts as follows:

1. **TITLE**

This bylaw may be cited for all purposes as "Highlands Official Community Plan Bylaw, 2007, Amendment No. 7 (South Highlands Local Area Plan) Bylaw No. 450, 2024".

2. **AMENDMENTS**

The District of Highlands Official Community Plan Bylaw No. 277, 2007 is hereby amended as follows in Schedule A:

(a) Contents, CHAPTER 2 – LAND USE, "2.6 Commercial Industrial Land Use" is deleted and replaced with "2.6 Regenerative Development Land Use";

(b) Contents, CHAPTER 2 – LAND USE, a new line is added at the end of this section as follows: "2.12 Special Plan Areas";

(c) Contents, CHAPTER 11 – DEVELOPMENT REVIEW, "11.6 Development Permit Area No. 4 – Highlands Commercial/Industrial Gateway Area" is deleted and replaced with "11.6 Development Permit Area No. 4 – Regenerative Development";

(d) Contents, a new appendix is added at the end as follows:

"**APPENDIX C – SOUTH HIGHLANDS LOCAL AREA PLAN**
c.1 Table
c.2 South Highlands Local Area Plan";

(e) Chapter 2 – Land Use, in the third paragraph, first line, the word "eight" is deleted and replaced with "ten";

(f) Chapter 2 – Land Use, in the third paragraph, fourth bullet, "Commercial Industrial" is deleted and replaced with "Regenerative Development";

(g) Chapter 2 – Land Use, in the third paragraph, a tenth bullet is added as follows: "Special Plan Areas";

(h) Chapter 2 – Land Use, OCP Map 2.1 Land Use Designations is deleted and replaced with a new OCP Map 2.1 Land Use Designations attached as Schedule A to this bylaw;

(i) Chapter 2 – Land Use, section 2.2, Land Use General - Policies, in policy 10 after the words "ground or surfaces sources" the words "and/or rainwater" is added;

(j) Chapter 2 – Land Use, section 2.6, Commercial Industrial Land Use is deleted and replaced with the following:

"2.6 Regenerative Development Land Use

Lands in the Regenerative Development Land Use Designation are inside the Urban Containment Boundary of the Regional Growth Strategy and the Highlands Servicing Area as shown on Map 2.1.

Lands in the Regenerative Development Land Use Designation are also designated within Development Permit Area 4 – Regenerative Development. There should not be any additional access routes into this area from Millstream Road other than the existing Industrial Way. Preference is for an internal service road parallel to Millstream Road.

This area contains gravel deposits that may be suitable for future extraction.

The Regenerative Development Land Use objectives and policies are set out in section 3.4.1 RD – Regenerative Development in Appendix C – South Highlands Local Area Plan.";

(k) Chapter 2 – Land Use, a new section 2.12 is added to the end of this section as follows:

"2.12 Special Plan Areas

The Special Plan Areas land use objectives and policies are set out in section 3.4.2 SPA – Special Plan Area in Appendix C – South Highlands Local Area Plan.";

(l) Chapter 9 – Economic Diversification, section 9.2, Working Landscapes – Policies, in policy 2, second sentence, "Commercial Industrial" is deleted and replaced with "Regenerative Development";

(m) Chapter 10 – Regional Context Statement, Table 10.1, section 1.1 Keep Urban Settlement Compact, in the first bullet, the last sentence is deleted;

(n) Chapter 10 – Regional Context Statement, Table 10.1, section 4.1 Improve Multi-Modal Connectivity and Mobility, the second sentence in the third bullet is deleted;

(o) Chapter 10 – Regional Context Statement, Table 10.1, section 5.1 Realize the Region's Economic Potential, in the third bullet, "Commercial/Industrial" is deleted and replaced with "Regenerative Development";

(p) Chapter 11 – Development Review, section 11.1 Development Approval Information Area, Area and Circumstances Affected, in the second sentence after the words "temporary use permits and" replace "subdivisions" with "development permits";

(q) Chapter 11 – Development Review, section 11.2 Development Permit Areas – General, General Policies, policy 1 is deleted and replaced with "Development Permit Areas are generally shown on Maps 11.1 and 11.2, and specifically apply to all land shown on Map 2.1.";

(r) Chapter 11 – Section 11.6 Development Permit Area No. 4 – Highlands Commercial/Industrial Gateway Area is deleted and replaced with a new Development Permit Area No. 4 – Regenerative Development attached as Schedule B to this bylaw;

(s) By adding the Table (c.1) and South Highlands Local Area Plan (c.2) attached as Schedule C to this bylaw as Appendix C – South Highlands Local Area Plan.

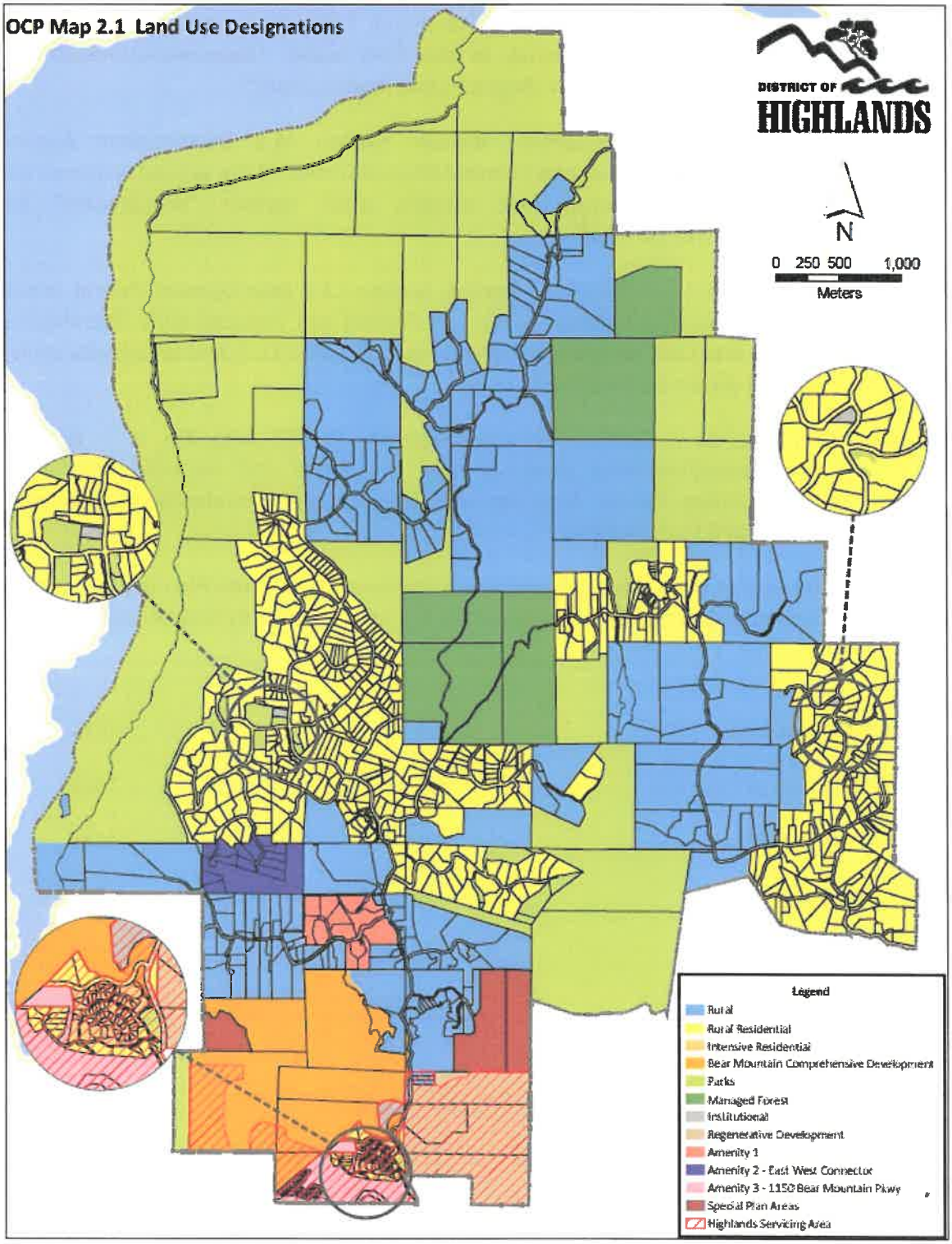
READ A FIRST TIME this	day of	2024
ACCEPTED BY CRD BOARD this	day of	2024
READ A SECOND TIME this	day of	2024
PUBLIC HEARING HELD this	day of	2024
READ A THIRD TIME this	day of	2024
ADOPTED this	day of	2024

MAYOR

CORPORATE OFFICER

SCHEDULE A to Bylaw No. 450

OCP Map 2.1 Land Use Designations



11.6 Development Permit Area No. 4 – Regenerative Development

Area Affected

Lands designated as "Regenerative Development" on Map 2.1 are designated as Development Permit Area No. 4.

Purpose

- To promote greenhouse gas emissions reduction.
- To promote energy and water conservation.
- To regulate the form and character of commercial and industrial development.
- To protect the natural environment, its ecosystems, and biological diversity.

Objectives

- Prioritize environmental restoration through well-designed redevelopment.
- Support regenerative site design and construction outcomes.
- Sensitive integration of new development with the existing community and environmental context.

Specific Exemptions

Development Permits are not required in Development Permit Area No. 4 for:

- Minor alterations to the design and finish of the exterior of a building or structure that do not change the character of the development.
- Buildings, additions, structures and equipment less than $10m^2$ in floor area.

Justification

The main purpose of this Development Permit Area is to support climate action. Land uses, activities and on-site programming can impact the climate either positively or negatively. Integrating natural assets and ecological values in any development proposal is critical. Moreover, facilitating developments that utilize innovative technologies to reduce greenhouse gas emissions and conserve energy and water is also key to climate action.

This development permit authority supports the provincial government's broader action on climate change, including the requirement for local governments to have greenhouse gas reduction targets and policies and actions in official community plans and regional growth strategies and help meet their B.C. Climate Action Charter commitments.

Additionally incorporating the Form and Character Guidelines into a project's design will encourage the creation of contextual and compatible architecture, high-quality pedestrian realms, and sustainable and resilient design, and will contribute to placemaking and design excellence in Development Permit Area No. 4.

Guidelines

Development Permits issued in Development Permit Area No. 4 shall be in accordance with the following Guidelines:

Sustainability, Ecology, and Rewilding

1. Prioritize the use of previously disturbed sites and preserve sensitive ecological areas, such as forests with mature trees, rocky outcrops, creeks, and wetlands.
    a. Establish buffer zones or areas of non-disturbance which will remain free of development and prevent built-environment encroachment on natural areas.
2. Incorporate landscaping that prioritizes native and adaptive non-native plant species and provides a wide range of food sources for insects, birds, and other wildlife.
    a. Clearly define ecological restoration strategies that account for the surrounding ecosystem and the impacts of past site disturbances.
    b. Consider additional habitat restoration strategies, such as nesting boxes, green roofs, bioswales, and rewilding.
3. Establish wildlife corridors and exterior green infrastructure to connect fragmented habitats and promote biodiversity.
4. Minimize grading and excavation to reduce soil erosion and habitat disruption.
5. Implement soil erosion and sediment control measures to prevent site degradation during and after construction activities and to protect surface and groundwater quality.
6. Utilize strategies to control and eradicate invasive plant species including monitoring native species over time.

Stormwater Management

7. Use primarily landscape-based stormwater management best practices, such as rain gardens, swales, permeable surfaces, and green roofs, in order to:
    a. Mitigate the impacts of past site disturbances.
    b. Minimize the effective impervious area (EIA) on site.
        i. Best practices suggest an EIA target of less than 10% of the total site area.
    c. Protect and enhance surface water and groundwater quality and quantity.
    d. Manage average rainfall events.
    e. Limit underground stormwater management systems.
8. Plant native and adaptive non-native drought-tolerant trees and plant species that are resilient to future climate projections and that maximize ecosystem services.

Energy Efficiency

9. Use exterior design strategies to enhance buildings' energy efficiency and performance, such as:
    a. Designing buildings with a simplified form, using simple shifts in massing and fewer complex junctions to minimize building envelop heat loss.
    b. Using heat exchangers and/or similar technologies for heating and cooling.
    c. Employing passive solar design strategies, such as exterior shading devices, to optimize solar gain in winter (and less in summer).
    d. Optimizing natural ventilation opportunities.
10. Design buildings to include or be 'ready' for on-site exterior renewable energy systems by including, for example:
    a. On-site power generation (e.g., solar photovoltaics) and battery storage.
    b. Conduit from electrical panels to rooftop areas for solar panels.
    c. Adequate space and structural support for the future installation of, for example, solar photovoltaic panels and battery storage.

11. Use durable exterior designs to extend the lifespan of buildings and reduce the need for frequent replacements.
12. Maximize the use of healthy and non-toxic finishes on buildings' exteriors.

General Architectural Design

Where appropriate and relevant to the use and function of the building:

13. Orient primary building façades and entries to the fronting street or open space to create street edge definition and activity.
14. Locate and design windows, balconies, and street-level uses to create active frontages and 'eyes on the street' with additional glazing and articulation on primary building façades.
15. Design buildings and site features to the human scale through the use of exterior architectural features, details, and site design elements that are human-proportioned and oriented toward pedestrian activity.
16. On larger sites, seek to create a unified and cohesive appearance and architectural character while introducing variation in façade treatments.
17. Use muted colours chosen from a palette representative of Highland's natural surroundings where a visual accent is warranted to optimize energy efficiency.
18. Provide weather protection for high-use areas, such as primary building entrances, exterior stairs, and active building frontages.
19. If high use, public spaces are created, consider integrating public art on-site to generate interest and activity and reflect the unique natural, Indigenous, industrial, or settler history of the Highlands.
20. Where possible, use site planning and landscape design to minimize noise impacts.
21. Employ wayfinding, lighting, and universal accessibility principles to appropriate site areas, such as primary building entrances and pedestrian routes.
22. Design building entrances to be well-defined, visible, and clearly lit.

Site Planning

23. Ensure that site planning and design achieve favourable microclimate outcomes through strategies such as:
    a. Locating outdoor spaces to maximize sunlight throughout the year.
    b. Planting both evergreen and deciduous trees to provide a balance of shading in the summer and solar access in the winter.
    c. Using building mass, trees, and planting to buffer winds.
24. Design buildings, structures, and additions with consideration for the relationship of adjacent buildings, open areas, the efficiency of the circulation system, and compatibility with surrounding development.
25. Site and design buildings visible from roads so that their office and/or retail portion of the building is oriented towards the road.
26. Integrate loading areas into the design of the building.
27. Locate accessory uses (such as loading, garbage collection, utilities, and parking access) away from public view and not in conflict with public circulation patterns.

Landscape Design and Open Space

28. Use Crime Prevention through Environmental Design (CPTED) principles to support public safety through the use of appropriate lighting, visible entrances, opportunities for natural surveillance, and clear sight lines for pedestrians.

29. Avoid blank, windowless walls along streets or other public open spaces.
30. Where large retaining walls are unavoidable, utilize terracing with integrated landscaping, including regularly spaced trees/hedging along the base that covers 75% or more of the visible portion of the wall from public spaces.
31. Design attractive, engaging, functional and efficient on-site exterior open spaces.
32. Use landscaping as a privacy buffer and define private, semi-private, common/shared, and public outdoor areas.
33. Integrate Pest Management measures for landscape design and maintenance.
34. Design communal outdoor areas to foster social interaction and a sense of community and provide outdoor employee amenities area such as lunch and break areas.

Screening & Fencing

35. Garbage and recycling materials should be in containers that are weatherproof, non-combustible, and animal-resistant within the boundaries of each site.
36. Integrate service areas, dumpsters and garbage containers, recycling containers, utility kiosks and areas, and service or mechanical apparatus into the landscape or exterior building design and screen with fences, walls, gates, or landscaping from public view.
    a. Ensure these areas do not impact public open spaces or pedestrian pathways.
    b. Ensure these areas are clearly shown on site plans.
37. Locate mechanical equipment, such as the outdoor components of heat pumps and air conditioners, vents, and service areas to minimize impacts on adjacent residential buildings by avoiding proximity to windows, doors, and usable outdoor spaces.
38. Design buildings to ensure that adjacent residential properties have sufficient visual privacy (e.g., by locating windows and balconies to minimize overlook and direct sight lines into adjacent units) and protection from light trespass and noise.
39. In cases where publicly visible parking is unavoidable, screen parking using strategies such as:
    a. Landscaping and tree planting space.
    b. Trellises.
    c. Grillwork with climbing vines.
    d. Other attractive screening with some visual permeability.
    e. Incorporating a buffer or setback from the public to adjacent neighbourhoods.
40. Integrate perimeter landscaping of similar character with the natural landscape and the landscaping of adjacent development for streetscape continuity.
41. Maintain a wide natural buffer along Millstream Road, and additional landscape treatment and berming to attenuate noise, improve aesthetics, and reduce impacts of noise, odour, or shadow.
42. Fence designs will be appropriate to their function and location, with consideration for both landscape design and sustainability principles.
    a. Where appropriate (e.g., perimeter lot fences), fences should be designed to facilitate the movement of wildlife (e.g., with a small gap at ground-level).
    b. Fences visible to the public should be screened by landscaping.
    c. Materials will be of sufficient quality, size, and strength.
43. Fence designs – including elevations, materials, and related construction details – will be submitted as part of a landscape plan.

Signage and Lighting

44. Signs may not contain or utilize any flashing, blinking intermittent or moving light as a source of illumination.
45. Locate signage below the roofline, and integrate signage with the building façade through colour and graphic style.
46. Integrate dark sky principles across site and building designs.

a. Ensure top-mounted light fixtures are fully shielded and directed away from residential or wildlife areas.
b. When top-mounted light fixtures are not feasible, use visors or other directional control devices to prevent spillage of light into the night sky.
c. Ensure on-site lighting and signs do not produce glare on neighbouring roads, properties, or the night sky.

Parking

47. Avoid locating off-street parking between the front façade of a building and streets, open spaces, or pedestrian circulation routes.
48. Where appropriate, divide large parking lots into smaller parking areas with well-integrated landscape pockets to avoid large expanses of paved areas and to provide easy accessibility to buildings.
49. Where practical, utilize landscaped swales adjacent to parking areas to maximize canopy coverage and provide cooling, GHG capture, air quality enhancement, urban habitat, stormwater capture, filtration, and infiltration.
50. Consideration may be given to the replacement of parking stalls with transportation demand management practices (e.g., transit passes, carshare) as recommended by a Parking Study.
51. Where appropriate to site uses and activities, provide secure, weather-protected bicycle and human-powered vehicle parking and amenities, including:
    a. Covered short-term parking in well-lit and highly visible locations, such as near primary building entrances.
    b. Facilities such as showers and lockers to support cycling and other forms of active transportation.
    c. Ample space and consideration for cargo bikes and other larger forms of human-powered vehicles

Transportation and Mobility

52. Provide electric bicycle and vehicle charging infrastructure in line with District, Regional, or Provincial requirements and best practices.
53. Where appropriate to site uses and activities, create enhanced pedestrian routes, including weather protection on buildings and street frontages.
54. Provide support for car-share, carpool, bike-share, and other transportation-sharing models.

Appendix C - South Highlands Local Area Plan

The South Highlands Local Area Plan refines some of the broader concepts in the Official Community Plan. To the extent of any inconsistency between the South Highlands Local Area Plan and the remainder of the Official Community Plan, the South Highlands Local Area Plan takes precedence.

c.1 Table

The Table below shows how the OCP is updated and coincides with the South Highlands Local Area Plan (SHLAP).

SHLAP	OCP Amendment
Section 1.3 Area Context and s. 3.3 Land Use Map	Designate GFL Site, Millstream Meadows, OK Industries and Millstream Industrial Park as Regenerative Development Land Use Designation on Map 2.1
Section 1.3 Area Context, s. 3.3 Land Use Map and s. 3.4.3.1	Designate Tsartlip First Nation and Crown Lands as Special Plan Area Land Use Designation on Map 2.1
Section 3.2.1 Administration and s. 3.4.1 RD – Regenerative Development	Replace Commercial Industrial policies and objectives with Regenerative Development policies and objectives in Chapter 2 and other applicable sections
Section 3.2.1 Administration and s. 3.4.2 SPA – Special Plan Area	Add Special Plan Area policies and objectives in Chapter 2
Section 3.2.1 Administration, s. 3.4.1 RD – Regenerative Development and s. 6.2.6 Sustainability and Climate Action Policies	Replace Development Permit Area 4 – Highlands Commercial/Industrial Gateway Area in section 11.6 with a New Development Permit Area 4 – Regenerative Development

c.2 South Highlands Local Area Plan

Begins next page.



c.2

SOUTH HIGHLANDS LOCAL AREA PLAN (SHLAP)

JUNE 12, 2023

DISTRICT OF HIGHLANDS

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1. INTRODUCTION

The South Highlands Local Area Plan (SHLAP) provides detailed policies and recommended actions to guide future land use and private and public investments in the South Highlands area for the next 20+ years.

The District of Highlands (the District) is characterized by an abundance of natural parks and large undisturbed areas that include rocky outcrops, older second growth forests, lakes, and wetlands. Highlands is surrounded by other municipalities, with Langford and View Royal to the South, Saanich to the east, and Malahat Nation and the CRD to the West, across Saanich Inlet. Additionally, the WJOŁEŁP or Tsartlip First Nation is in close proximity to the Highlands.

The South Highlands is a unique area, consisting primarily of large rural lots, industrial sites, rural residential properties, and a golf course. The area is in a time of significant land use tension and transition. Recent rezoning applications (not approved) and mines permit applications (approved) have resulted in substantial unrest and uncertainty in the community with regard to future development and land use. This recent history is the primary catalyst for this Local Area Plan (LAP). In response, the SHLAP is an important tool to create a common vision and guide future land use decisions in the District.

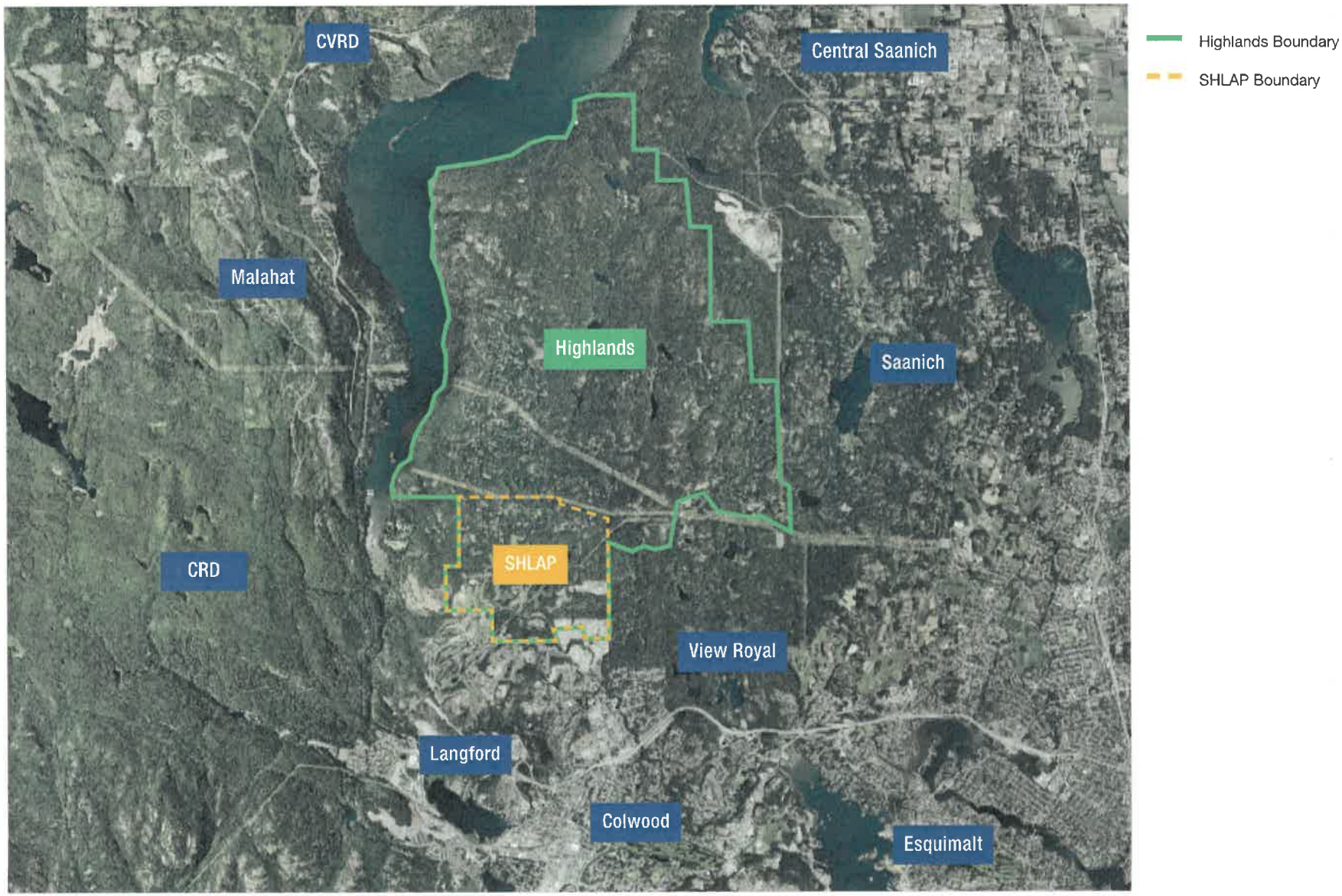
In early 2020, the District commenced the LAP. Community consultation was central to the process, with a community Task Force playing a key role. The engagement process included multiple opportunities for dialogue and engagement, with residents, landowners, employees, and other stakeholders providing feedback via a project launch event, two community surveys, a stakeholder workshop, targeted stakeholder interviews, and other online engagement. The Project was undertaken during changing public health orders in response to the COVID-19 pandemic, posing multiple challenges and barriers to engagement across the Project lifespan.

Through this process, the community made its values clear, including protecting the natural environment and finding innovative ways to approach the challenges of the future as related to the climate emergency. As a result, this Plan aims to bridge a gap between the current model of land development and resource extraction with a future focused on protecting natural spaces and ecological recovery.

This Plan is based on community input, as well as contemporary best practices, policy directions, and planning principles. The policies and strategies seek to strengthen the long-term vitality and resilience of the area while being consistent with community-based goals, values, and principles.



LOCATION CONTEXT MAP



1.1 HOW TO USE THIS PLAN

The SHLAP serves as a guide for future decision making and investment within South Highlands. The Plan provides clear goals, guidelines, policies, and strategies to help achieve the vision for the area.

1.1.1 What is a Local Area Plan?

Local Area Plans (LAPs) provide direction for how a particular area will be managed over time. They typically include detailed guidelines and policies to direct the land use, transportation (including cycling, walking, transit), parks and open spaces, design, and other planning elements in the area. An LAP further refines the high-level directions found in the documents such as the Highlands Official Community Plan (OCP) and Integrated Community Sustainability Plan (ICSP) and applies those refined policies to a specific neighbourhood. The SHLAP seeks to achieve the Policies, Goals and Objectives of the OCP and ICSP, while also recognizing the specific opportunities and constraints of a defined area.

1.1.2 Who is the Plan for?

The SHLAP is intended to work as a guide for citizens, landowners, and District staff when contemplating development proposals and applications in the Plan Area. This Plan should be reviewed against private and public land use applications; capital works projects; and community improvement and development projects.

The Plan advances the implementation of OCP and ICSP Goals and Objectives as well as District initiatives as South Highlands changes over time. Finally, the Plan outlines the planning and design standards and expectations within the South Highlands Area to be considered by the District to facilitate achieving the Plan vision.

1.1.3 Understanding Policy Language

Where a descriptive section or image accompanies a policy, it is provided for information purposes only to enhance the understanding of the policy. Where "should" or "may" is used in a policy, the intent is that the policy is encouraged but can be adjusted where circumstances provide for courses of action that would satisfy the general intent of the policy.





1.2 CONTEXT

The SHLAP was developed at a time of transformation for the South Highlands and the region. During the development of this Plan, the region experienced:

a. An increased demand for gravel and asphalt as a result of increased land and housing development; and

b. A shortage of land for industrial development.

Additionally, both the Highlands and the Capital Regional District (CRD) declared a climate emergency and set objectives and goals respectively to be carbon neutral by 2030.

Meanwhile, the effects of climate change were seen in the record heat wave of June 2021 and massive flooding events in Southern BC during November 2021.



As a result, the Plan needed to respond to opposing interests related to:

a. Pressure for continued economic growth and resource extraction associated with development; and

b. Interest in protecting intact natural systems that contribute to making this planet habitable.

The Plan offers a balanced approach that transitions commercial industrial designated lands to a new designation that supports ecological protection and regenerative development. This approach leaves future Highlands Councils with some ability for adjustment as the severity of the climate emergency, and the values and costs of reforestation and ecological recovery become clearer.

A major limitation of immediately shifting to protecting natural systems and limiting development is the uncertainty surrounding future government support to incentivize ecological recovery, making land use decisions difficult.

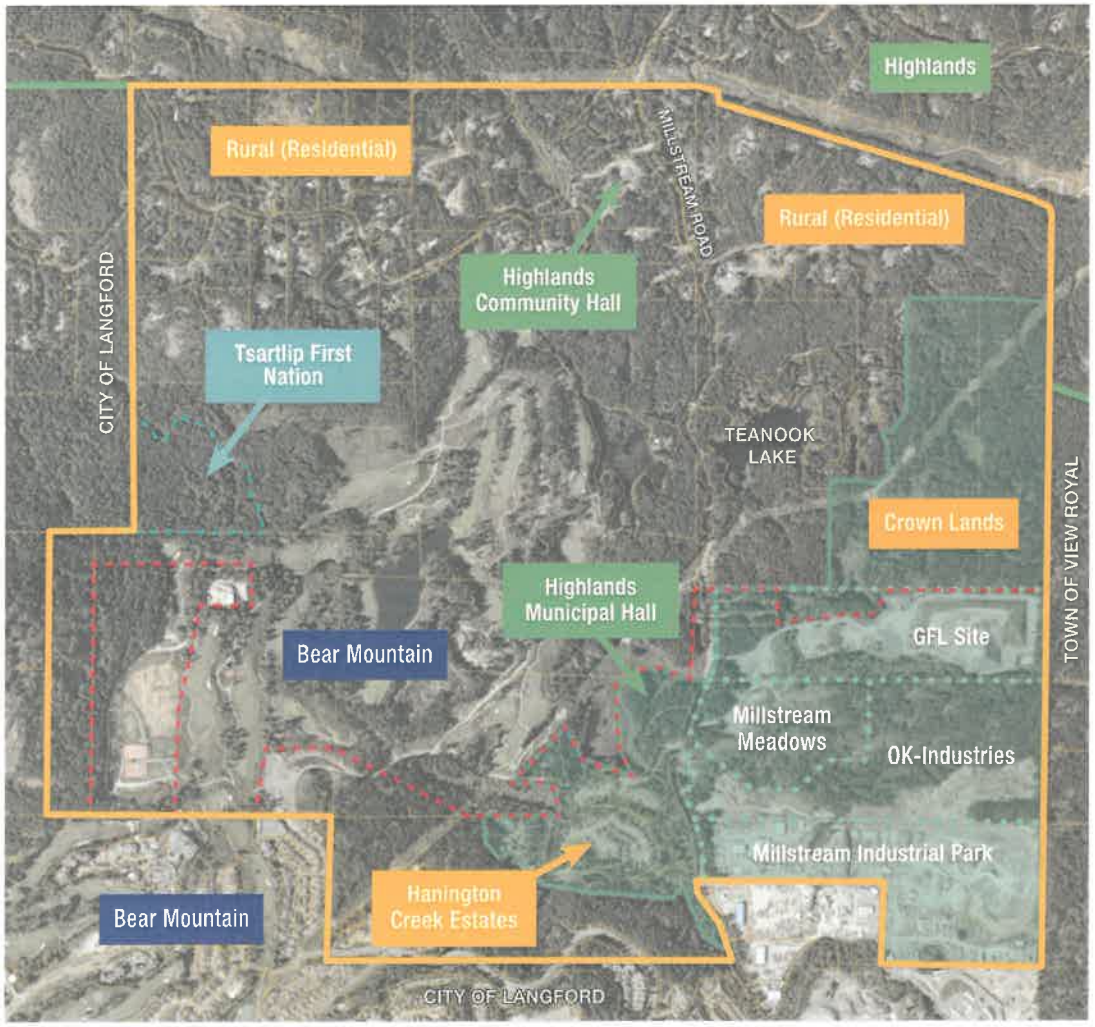
1.3 AREA CONTEXT

1.3.1 Plan Area

The Plan Area is outlined on the right, and shows both an LAP Boundary (i.e., the study area or LAP Area) and an LAP Focus Area (i.e., the area of emphasis).

Outside of the Focus Area, the study area primarily consists of rural residential properties, the Bear Mountain Golf Course and Ecoasis development areas, and community uses and amenities (e.g., community hall), as well as a large property owned by Tsartlip First Nation. The Focus Area primarily consists of industrial/ commercial lands (in terms of active uses and/or current policy direction), Hanington Creek Estates, and two large parcels owned by the Province. The Focus Area was emphasized throughout the SHLAP process.

STUDY AREA MAP





1.3.2 History

FIRST NATIONS

The District of Highlands lies within the traditional territory of the WSANEC (specifically Tsartlip and Malahat Nations) and, to a lesser extent, Lekwungen peoples, who both have a rich cultural and spiritual connection to the lands that are now known as the Saanich Peninsula and Gulf Islands, and the surrounding sea, extending back in time over thousands of years.

Today, the Highlands is within closest proximity to the WJOŁEŁP or Tsartlip First Nation, which have a strong, distinct sense of community and culture.

EARLY SETTLERS

In 1852, the Douglas Treaty with the WSANEC peoples specified that hunting and gathering could be carried out in traditional areas on "unoccupied" lands. The Highlands quickly became "occupied" and supplanted First Nation use of the area. By the 1880's the Highland Land District had surveyed properties, generally 160 acres, and these lands were made available to early settlers. Many of these early settlers left their mark on the Highlands today in the form of place names.

INCORPORATION & RURAL VISION

From the 1940's, parts of the South Highlands has seen unregulated and regulated disposal of various liquid and solid waste materials. During the 1980's, parts of the South Highlands were considered for possible urban settlement.



The Highlands was incorporated as a District municipality in 1993. Shortly after, the District completed its first OCP in 1997 – and its first policy goal was to protect the natural environment. This resulted in large rural lot sizes and the creation of large parks and conservation areas. Today, Highlands remains one of the least developed areas of the Greater Victoria Region.

1.3.3 Development Context

OK INDUSTRIES / MILLSTREAM MEADOWS

OK Industries and Millstream Meadows (owned by the Capital Regional District) make up a majority of the Focus Area. A joint rezoning application in 2015 (not approved) and mines permit application by OK Industries in 2017 (and approval in 2020) has resulted in substantial uncertainty in the community with regard to future development and land use. This recent history is the primary catalyst for this LAP and directs the Focus Area to the southeast portion of the District.

BEAR MOUNTAIN

The Bear Mountain Golf Course and development area makes up a significant portion of the LAP Area. Future development of this area is controlled by a combination of Highlands OCP, Zoning Bylaw, and a legal development agreement. As a result, this portion of the LAP area has been excluded from the Focus Area, despite its relative prominence.

1.3.4 Policy Context

The SHLAP is intended to identify and inform potential future amendments to existing policy (e.g., Highlands Official Community Plan).

EXISTING OCP LAND USE

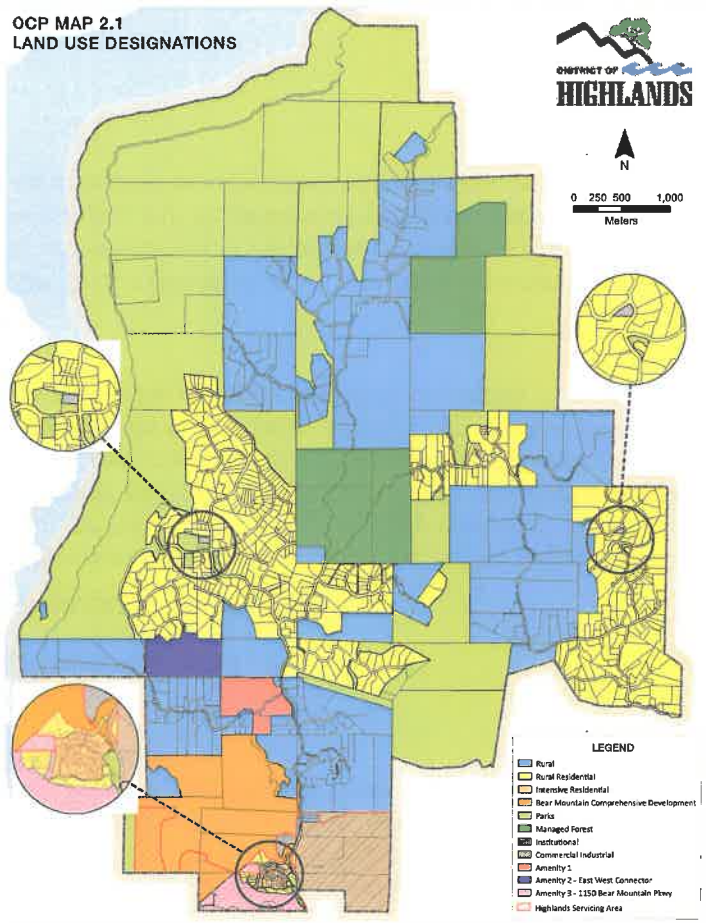
The OCP states that the opportunity to live near nature and enjoy a rural lifestyle is highly valued in the Highlands. This is seen in the large lot sizes, expansive natural areas, and balance of agricultural and forestry uses typical of rural communities. Public engagement over the past decade strongly demonstrates that people have chosen a rural lifestyle and wish to see this choice available to future residents. As such, residents expect a land use policy framework that responds to this vision and respects the needs of a rural lifestyle.

OFFICIAL COMMUNITY PLAN: KEY DIRECTIONS

Key guiding policies, currently in the OCP, include the following:

- The Highlands Vision describes a primarily residential community, rural in nature, that will strive to diversify its economy while preserving its natural systems.
- The Highlands will provide for an adequate tax base, including light industrial, related commercial and nature-related recreational uses in some areas of the Highlands in order to support basic, affordable, municipal services and facilities.
- Generally, the District encourages all buildings to leave a small footprint on the landscape and be built with energy efficient standards that represent industry best practices.
- The District will provide sufficient park lands and trails for its community and work to protect and conserve local ecosystems.
- For Commercial Industrial Land Use (in the Focus Area), which may be subjected to amendments:
  - The Highlands Commercial-Industrial Gateway Area should be redeveloped with a range of light industrial and service commercial uses including green-economy based industries that are more consistent with the character of the Highlands.
  - Landowners are encouraged to coordinate their business operations, land planning and servicing, which should be placed underground.
  - Landscaping and screening of existing native vegetation will be maintained on any borders of the area and adjacent uses to prevent visual and noise intrusion of commercial and industrial uses.

OFFICIAL COMMUNITY PLAN (OCP) MAP



See the OCP Map 2.1 for a full version of the OCP Land Use Map.





INTEGRATED SUSTAINABILITY PLAN: KEY DIRECTIONS

An Integrated Community Sustainability Plan (ICSP) is a framework that helps guide the community toward its articulated vision of a successful and sustainable future.

Key guiding principles include the following:

- **Intergenerational equity** - providing future generations with the same environmental potential as presently exists
- **Decoupling economic growth from environmental degradation** - managing economic growth to be less resource intensive and less polluting
- **Integration** - integrating environmental, social and economic sectors when developing sustainability policies
- **Ensuring environmental adaptability and resilience** - maintaining and enhancing the adaptive capacity of the environmental system
- **Preventing irreversible long-term damage** - to ecosystems and human health
- **Ensuring distributional equity** - avoiding unfair or high environmental costs on vulnerable populations
- **Accepting global responsibility** - and assuming responsibility for environmental effects that occur outside areas of jurisdiction
- **Education and grassroots involvement** - people and communities investigating problems and developing new solutions

HIGHLANDS PARKS, TRAILS, AND RECREATION: KEY DIRECTIONS

The District of Highlands has three master plans guiding parks, recreation, and trail development including the Parks and Recreation Master Plan, Trails Master Plan, and the Roadside Trail and Cycle Network Master Plan.

Key guiding directions include the following:

- The Master Plans envisage a system of parks, protected areas, trails, and facilities that will provide recreation opportunities for the residents of the Highlands and Capital Region.
- Continue to place a high priority on the conservation of the natural ecosystems of the Highlands in parks and other conservation areas.
- Encourage recreational activities that do not compromise the integrity of the natural environment.
- To take advantage of opportunities to add to the municipal parks and trail systems.

1.4 PROJECT PROCESS

The Project process was rooted in a community-driven approach to developing the final Plan.

The adjacent timeline illustrates this process – the core of which was the community consultation. In addition to these steps, the Project Team worked collaboratively and iteratively with District staff to refine the Project. Key stakeholders were directly engaged to provide input, including the Highlands Council, the Capital Regional District, and landowners within the Plan Area.

The majority of the SHLAP process was undertaken during the height of the COVID-19 pandemic. This posed numerous challenges to engagement, and, in response, the consultation process was adapted to heavily rely upon digital tools.

The final SHLAP was directly informed by the outcomes of the engagement process along with contemporary best practices, neighbourhood planning principles, consultant analyses, and staff input.

1.4.1 CONSULTATION

As seen in the adjacent diagram, the SHLAP Project process engaged a cross-section of the Highlands public including a Task Force, Stakeholders, and general public. The SHLAP Task Force played a key role in the development of the Plan.

TASK FORCE

A Task Force made of residents and landowners and was established to guide the development of the Plan, and provide input at key stages. The conduct of Task Force meetings was in general compliance with Council Procedure Bylaw No. 251. Over the course of the planning process, twelve Task Force Meetings were held from February 2020 to May 2022.

Task Force voting members, selected by Council, were based on a process that sought to achieve a broad range of views. Non-voting members were made up of Council representatives, District of Highlands planning staff, and Project consultants.



BACKGROUND ANALYSIS | UNDERSTANDING THE CONTEXT

July-Aug 2020 - Project Team

Technical analysis of existing conditions to better understand the LAP context and identify key challenges and opportunities. Outcomes will inform the content of the subsequent consultation events.



IDEAS FAIR | VISIONING & ISSUE IDENTIFICATION

September 2020 - Public

An interactive consultation event to harvest public feedback and generate high-level directions and big ideas for the future of South Highlands.



POP-UPS & SURVEY | HARVESTING FEEDBACK

September-October 2020 - Public

Pop-up events (or alternative digital events), along with a widely-circulated survey, extended the reach of the Ideas Fair to the wider community. Directions from the public helped form the base for discussions during the Stakeholder Workshop.



STAKEHOLDER WORKSHOP | GENERATING DIRECTIONS

November 2020 - Stakeholders

An interactive workshop helped to refine high-level directions into possible land use scenarios for the South Highlands. A set of key elements and scenarios was developed for use in the Early Directions Survey.



EARLY DIRECTIONS SURVEY | REFINING DIRECTIONS

Fall 2021 - Public

A second large public online event allowed residents to share feedback and comment on the early LAP directions generated from the workshop and Ideas Fair. A digital survey extended the reach of the gallery within the community. Further consultation with District Council also helped to inform and refine directions.



ONLINE ENGAGEMENT | REVIEWING THE DRAFT

Summer 2022 - Public

Once a draft LAP is developed, an online consultation is facilitated to give the public opportunity to comment on and discuss the draft Plan prior to the final round of revisions.



COUNCIL PRESENTATION

February 2023 - Public

The final SHLAP will be presented to Council at a public meeting.

2. PLANNING & DESIGN FOUNDATIONS

Throughout the Project process, the community provided input on the future vision of the area, as well as the core values and principles that should guide public and private investment.

2.1 THE 2050 VISION

South Highlands is a primarily rural residential community set within healthy forest ecosystems. Those who live in South Highlands highly value the natural environment and rural lifestyle. We are actively involved in the community and work with our neighbours to achieve common goals.

After many years of environmental stress on the landscape, the Gateway Area is a model of regenerative development. Some areas have been restored and managed through re-wilding and community-based climate action. And, other areas are regenerative economic hubs that strive to prioritize ecological health, while integrating with the rural nature of the area.

As stewards of the natural environment, we continue to protect the land and water to ensure its health and integrity for future generations. As community members, we continue to steward and establish open spaces, connected trails, and outdoor recreation amenities, while seeking other opportunities – such as alternative forms of housing – to support the needs of our community.



WHAT IS REGENERATIVE DEVELOPMENT?

A key term used in the 2050 Vision and policies of this document is Regenerative Development.

The term "development" generally refers to the use of resources (e.g., land development, agriculture) to improve the wellbeing of a society.

Regenerative Development is a development paradigm that seeks to push beyond sustainable development. While sustainable development focuses on development that protects the ability of future generations to develop and use resources, ***regenerative development focuses on*** the use of holistic processes to create feedback loops between manufactured, financial, social, human, and natural capitals that are mutually supportive, increasing the capacity of the underlying systems of each capital.

2.2 GOALS

The Plan Goals are the high-level outcomes that the SHLAP policies should seek to achieve in order to move toward the 2050 vision.



BUILD COMMUNITY AND CELEBRATE OUR RURAL LIFESTYLE



PROTECT WATERSHED AND AQUIFER HEALTH



STRENGTHEN ENVIRONMENTAL HEALTH, INTEGRITY, AND CONSERVATION

2.3 PRINCIPLES

The Plan Principles are the guiding rules to follow in order to achieve the Project goals and vision.



ENVIRONMENTAL HEALTH

Prioritize ecological health and integrity through environmental protection, restoration, and management.



SUSTAINABLE SITES

Ensure that the use of land, including the design of buildings, utilizes the latest strategies for reducing impacts on ecological systems, including stormwater management, energy efficiency buildings, renewable energy generation, and use of sustainable materials.



NET ZERO & NET POSITIVE

Seek land use outcomes that are "net zero" or "net positive" based on the full accounting of environmental, social, and economic impacts – i.e., they provide more benefit than cost.



SYSTEMS THINKING

Respect and seek to account for the connections between different complex systems around us, especially the nested environmental, social, and economic systems that relate to land use decisions.



REGENERATIVE LAND STEWARDSHIP

Adhere to a stewardship approach to land management, in which the health of the land and community are paramount – rather than a paradigm of urban development and growth.

NET ZERO AND NET POSITIVE

According to the UN World Commission on Environment and Development, sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs. To pursue sustainability through land use is to create and maintain conditions in which humans and nature can exist in productive harmony.

The terms net zero and net positive are used in this Plan to provide an aspirational framework for sustainable land use in the District, in which the outcomes of land use provide equal or greater benefits than costs to current environmental, social, and economic conditions. Overall, the framework seeks "more good" outcomes over time.



Net zero and net positive are typically evaluated in terms of energy use or carbon emissions; however, in this Plan, these terms will be considered across multiple environmental, social, and economic dimensions. Net zero actions should seek to reduce all impacts (e.g., emissions) to zero but need to balance positive and negative outcomes (e.g., emitting carbon through on-site operations while capturing carbon through on-site re-greening). Similarly, net positive actions must have greater positive than negative outcomes. This framework should be viewed in tandem with the ICSP.

Assessing net zero and net positive land use outcomes relies on definitions of environmental, social, and economic sustainability as outlined below.

ENVIRONMENTAL

Living within the means of natural systems and resources. Achieving environmental sustainability means that consumption of natural resources (e.g., materials, energy fuels, land, water) happens at a sustainable rate (i.e., more gains than losses). Humans play a crucial role in protecting, regenerating, or interacting with ecosystems over time.

SOCIAL

The ability of a community or organization to persistently achieve a high standard of social well being. Achieving social sustainability means that the social needs of people in a community or organization are met, upheld, and maintained over time.

ECONOMIC

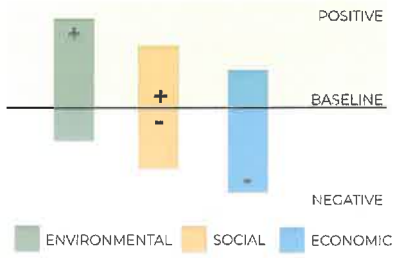
A community or organization using its resources efficiently and responsibly so that it can function while meeting collective and individual needs. Without meeting its needs, an organization cannot sustain its activities. Without acting responsibly, an organization will not be able to meet its members' needs or sustain its activities over time.

Baseline

In this Plan, the baseline for assessing net zero and net positive land use and activities is current environmental, social, and economic conditions.

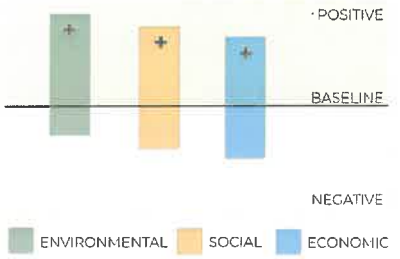
Net Zero

To achieve net zero, land use outcomes must balance benefits and gains (relative to costs and impacts) across environmental, social, and economic conditions in comparison to baseline conditions.



Net Positive

To achieve net positive, land use outcomes must provide benefits and gains (relative to costs and impacts) to each environmental, social, and economic conditions in comparison to baseline conditions.



Page

3. LAND USE

This section provides detailed land use policies that serve to guide future decision-making regarding development and environmental stewardship in the Plan Area.

The following principles and policies prioritize protection and restoration of the natural environment, while allowing for some low-impact and regenerative development. These policies should also be viewed in tandem with other District policies including the OCP and Integrated Community Sustainability Plan.

3.1 LAND USE PRINCIPLES

The land use principles are the guiding rules to follow in order to achieve the Project goals and vision.



RESPOND TO THE CLIMATE EMERGENCY

Respond to the climate emergency by prioritizing environmental values (i.e., over economic values) and being open to innovative and emerging land uses and perspectives.



ENSURE ENVIRONMENTAL PROTECTION & RESTORATION

Maximize ecological health through land stewardship, regenerative practices, and contained development.



TRANSITION TO REGENERATIVE DEVELOPMENT

Foster regenerative development through, for example, high performance buildings, sustainable site design, and/or innovative on-site activities and programming (e.g., waste management).

3.2 GENERAL LAND USE POLICIES

3.2.1 Administration

1. The land use designations and accompanying policies of this section should inform all development application decisions in the Plan area. The land use boundaries and land uses established may be adjusted to account for unique circumstances, adaptability over time, and flexibility of implementation, so long as the intent of the policy is achieved and is consistent with the foundations, goals, principles, and policies of this Plan.
2. The District may amend OCP policies and Development Permit Area guidelines to be consistent with this Plan, including Chapter 2 Land Use and DPA 4 Highlands Commercial/Industrial Gateway Area.
3. The District may create a net zero and net positive evaluation/assessment tool.
4. In assessing land use applications, the District should prioritize the three pillars of sustainability in the following order:
    a. Outcomes that move environmental conditions toward greater health and resilience.
    b. Outcomes that move social and community conditions toward greater well-being and resilience.
    c. Outcomes that move economic conditions toward greater prosperity and resilience.
5. Where a policy requires submission of studies, analysis, or other information, the District may determine the requirements and timing of the studies, analysis, or information.
6. At the time of Zoning amendment and Development Permit application, applicants may be asked to provide the following:
    a. Detailed Landscape Plan.
    b. Integrated Stormwater Management Plan.
    c. Transportation Plan.

The SHLAP refers to "land use" as well as land use "activities" and "programming".

WHAT IS LAND USE?

Land Use is the term used to describe the planned (i.e., policy) or regulated (i.e., zoning) human uses of a property. Land use tends to refer to the high-level uses (e.g., residential, commercial, parks, institutional) or more specific permitted uses (e.g., office, warehousing, single family dwelling).

WHAT ARE LAND USE ACTIVITIES AND PROGRAMMING?

In this Plan, land use "activities" and "programming" are terms used to describe the site-specific activities, systems, and programs occuring on a particular property as part of its permitted land use.

For example, an industrial site may have specific uses, such as manufacturing and warehousing of widgets, along with onsite activities and programming, such as waste management and water systems, energy systems, recreational trails, agricultural activities, and transportation programs.

On-site activities and programming are key factors in assessing the sustainability of a particular site or land use.

3.2.2 Infrastructure

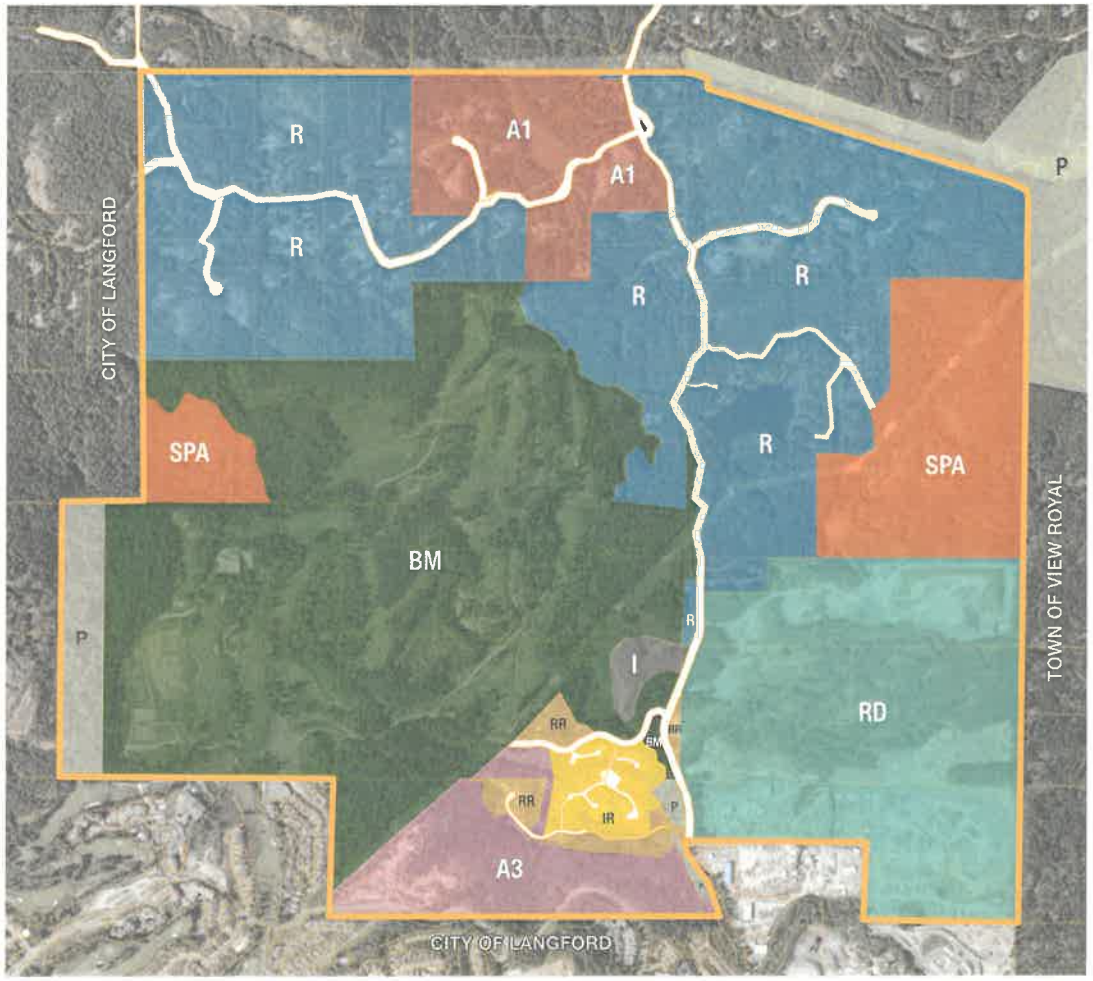
1. The District will not support any expansion to the Highlands Servicing Boundary.

3.2.3 Community Amenity Contributions

1. During zoning amendment process, the District may negotiate with all applicants for the provision of Community Amenity Contributions ("amenity contributions") according to the District's Amenity Rezoning Considerations Policy.
2. The District may update the District's Amenity Zoning Considerations Policy with the guidelines below to provide better direction for negotiating community amenity contributions:
    a. The provision of semi-public open spaces may be considered an amenity only where a legal arrangement has been established on title to preserve public access.
    b. The provision of parkland beyond the statutory requirement (5% dedication) during subdivision may be considered an amenity.
    c. The provision of public art may be considered within public or private space may be considered an acceptable component of an amenities package, with approval from the District and a binding agreement that includes provisions to ensure the long-term maintenance or replacement of the artwork.
    d. Other amenities that might be considered acceptable include but are not limited to functioning natural habitats, landscape-based stormwater and wastewater management, affordable housing units, and childcare facilities.
    e. Amenities provided off-site should not be considered as environmental offsets to on-site impacts and outcomes.



3.3 LAND USE MAP



RD - Regenerative Development

- Prioritize environmental restoration through redevelopment
- Support regenerative uses, activities, and on-site programming
- Value and account for ecosystem services
- Seek innovative & emerging opportunities for stewardship and climate action
- Secure community amenities and benefits

SPA - Special Plan Area

- Require dedicated future site-specific planning process

A1 - Amenity 1

- Maintain OCP policies and encourage further community uses

R - Rural

- Maintain OCP Policies

RR - Rural Residential

- Maintain OCP Policies

BM - Bear Mountain

- Maintain OCP policies

P - Parks

- Maintain OCP policies

I - Institutional

- Maintain OCP policies

IR - Intensive Residential

- Maintain OCP policies

A3 - Amenity 3

- Maintain OCP policies

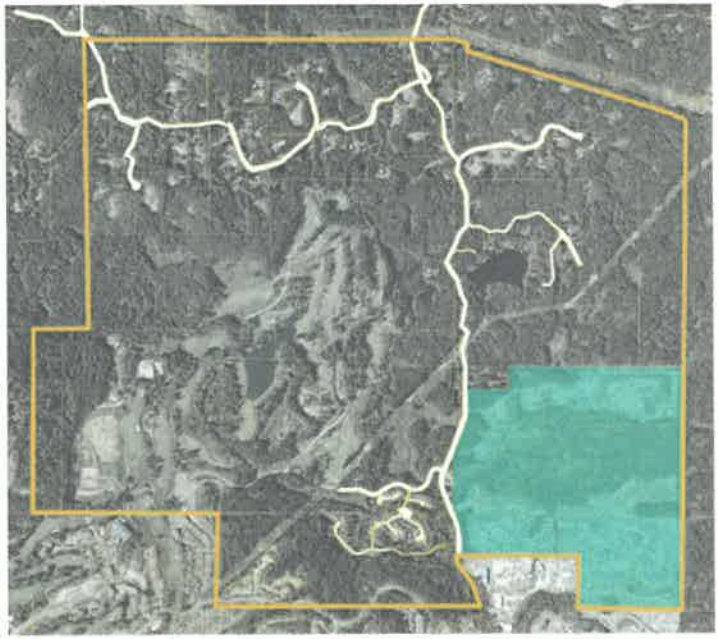
3.4 LAND USE POLICIES

3.4.1 RD - Regenerative Development

The Regenerative Development designation is intended to prioritize responding to the climate emergency through net positive land use outcomes. This can be done through environmental restoration, regenerative uses and activities, accounting for ecosystem services, accommodating innovative and emerging solutions, and securing community amenities and benefits.

3.4.1.1 POLICIES

1. Support a variety of land uses and on-site activities that:
    a. Achieve net positive outcomes (see section 2.3. for definition).
    b. Achieve site restoration including re-wilding of features or areas on a site.
2. All new developments should:
    a. Incorporate high performance and healthy buildings standards to improve energy efficiency and occupant well-being (see section 3.6. Regenerative Design Gallery for examples).
    b. Adhere to sustainable site design best practices, including the incorporation of 'green' infrastructure to manage stormwater and enhance environmental values (e.g., water quality, habitat).
    c. Retain and enrich on-site biodiversity by proactively responding to the shifting needs of a natural, healthy environment and changing climate.
    d. Reduce development impacts on the natural environment by ensuring that potential adverse effects of on-site activities are avoided or offset by regenerative activities.
    e. Have on-site activities and programming that promote resource efficiency and circular economy practices that combine economic growth, social responsibility, and environmental protection (e.g., circular waste management).
3. The District may develop new design guidelines and identify necessary development permit area guideline amendments.
4. Appreciate the beneficial role of the natural environment on the community's general well-being and foster active participation in its guardianship for future generations.
5. As part of a zoning amendment application, the District may require an Environmental Stewardship Plan to address topics such as (but not limited to):
    a. Invasive species management.
    b. Stormwater and surface water management.
    c. Tree canopy coverage.
    d. Habitat and environmental restoration.



RD - Regenerative Development

- Prioritize environmental restoration through redevelopment
- Support regenerative uses, activities, and on-site programming
- Value and account for ecosystem services
- Seek innovative & emerging opportunities for stewardship and climate action
- Secure community amenities and benefits





CASE STUDY - FINLAND REWILDING AFTER MINING[1]

The Finnish community of Selkie is leading the rewilding of rivers, lakes and carbon-rich peatlands damaged by mining.

North Karelia, located in Eastern Finland, has been the traditional homeland of the Sámi, Karelian and Savo-Karelian peoples. The people of North Karelia have enjoyed a deep and rich connection with nature through the ages. Seasonal hunting, fishing, gathering activities and, in more recent times, small-scale agriculture, have formed the basis of life in a region rich in boreal forest, lakes, rivers and marsh-mires.

North Karelia has also been a central location in recent Finnish mining history for both peat and minerals, suffering major impacts as a result.

Finland emerged as a 'land of opportunity' for international and domestic mining in the 2010s, due to the legal reforms encouraging mining company access and investment, the downscaling of independent environmental authorities and a lack of existing social and legal rights of local communities.

The trend of increasing ease of access to mineral resources is expected to intensify in future as geopolitical interest in the boreal and Arctic peripheries grows. These regions contain much of the planet's untapped mineral wealth.

In response to these new realities, Finland and North Karelia have seen the emergence of local and global actions challenging this new wave of extractivism.

This resistance has yielded early victories, for example in the village of Selkie, where the community has succeeded in restoring a whole river catchment area to health after it was damaged by peat mining and ditching for industrial forestry.

Through a restoration program bringing together traditional knowledge and science, the area has enjoyed a dramatic and rapid return to health. It has quickly become a highly regarded wetland habitat for rare birds and mammals, including sandpipers, northern pintails and wolverines.

The benefits of co-management and restoration go far beyond these measurable environmental outcomes. The development of the co-management council has changed how local-traditional knowledge is recognized and valued.

Beyond North Karelia, the successes of the Linnunsuo and Jukajoki restorations to-date has stimulated a national program of landscape rewilding in Finland to alleviate the damage caused to Finnish marsh-mires and wetlands by extractive activities.

As of February 2019, the areas under restoration totalled more than 600 hectares in area. In time, these sites will emerge as Indigenous and local community conserved areas, managed and cared for by communities like Selkie.

[1] https://theecologist.org/2019/dec/16/rewilding-finland-after-mining



CASE STUDY - DORNEY POCKET REWILDING VISION[2]

The Berkshire village of Dorney lies north of the River Thames, to the southeast of Slough and northwest of Windsor. The village was founded on low gravel islands, surrounded by alluvium, on the historic Thames floodplain. The Dorney Boreholes draw water from the gravel, which is then piped to the Dorney Water Treatment Works. The areas around Dorney were traditionally managed as grazing and hay meadows. Without intervention, the site will revert to dense, low biodiversity scrub within 10 to 15 years.

A plan was developed to produce a "pocket rewilding" vision and management plan for the 22-hectare site which had been grazed by horses until 2015. Grounded in rewilding principles, and inspired by site visits, conversations with local stakeholders and drone imagery, the vision and plans seek to "steer" natural processes to create a rich and dynamic rewilding area that can act as a role model for recovering nature on smaller areas of land. Realization of the vision will also lead to the creation of a precious natural asset for the local community.

The Dorney rewilding vision proposes an innovative, three-phase pocket rewilding process. This would lead to a dynamic and diverse area of groves, meadows and bushy thickets and thereby provide an array of microhabitats for wildlife. Phases one and two would involve "resetting" natural processes – "pushing" areas where the development of scrub is sparse back towards meadow and "steering" areas where scrub is forming – with additional planting designs – towards the establishment of thickets, copse and oak groves.

The Dorney rewilding vision will not only benefit wild nature, but also the local community and visitors. The COVID-19 pandemic has shown how important it is that we maintain our connection with nature, which helps to promote both mental and physical health. As the Dorney site becomes progressively wilder it will support an ever-growing range of activities, enhancing wellbeing and generating a sense of place and social cohesion; the mosaic of meadows and thickets will enable informal wandering and relaxation, areas of vegetation will emerge that will be ideal for school and/or therapeutic activities, orchards and berry-generating bushes will support foraging for seasonal activities such as jam and Christmas wreath-making, and the ever-changing nature of the site will create a wonderful asset for nature photography and recording.

[2] https://ecosulis.co.uk/case-studies/dorney-pocket-rewilding-vision-for-thames-water/

3.4.2 SPA - Special Plan Area

The Special Plan Area designation is intended to require a future site-specific planning process.

3.4.2.1 GENERAL POLICIES

1. Special Plan Area sites require a future, site-specific process to develop a Special Area Plan to establish the future vision, land use, and other relevant directions for these sites.

2. Future Special Area Plans should be consistent with the vision, direction, and policies of this Plan.

3.4.2.2 TSARTLIP SPA POLICIES

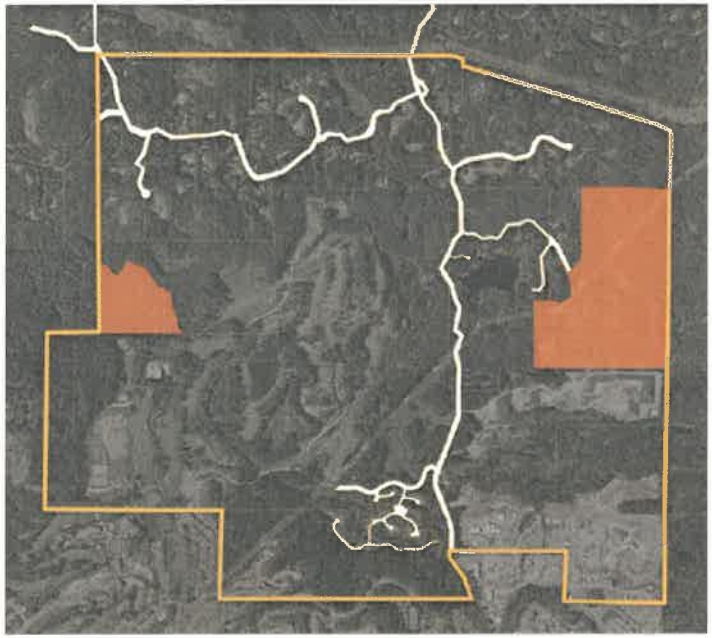
1. The Tsartlip SPA process should involve intensive consultation and collaboration with Tsartlip First Nation.

2. The Tsartlip SPA should seek to meaningfully support Tsartlip in its community goals and the process should be undertaken in the spirit of reconciliation.

3.4.2.3 CROWN LANDS SPA POLICIES

1. The Crown Lands SPA process should involve intensive consultation with the landowners of the SPA lands and engagement with the wider Highlands community.

2. The Crown Lands SPA should give consideration for conservation lands and community housing (e.g., housing for residents that actively contribute to the Highlands community). See section 3.5 Housing for more information.



SPA - Special Plan Area

- Require dedicated future site-specific planning process
- Support plans consistent with the vision, goals, and principles of the SHLAP

3.4.3 R - Rural

3.4.3.1 GENERAL POLICIES

1. Lands designated as Rural should maintain all OCP policies.
2. Amend OCP to designate Tsartlip and Crown Lands as SPA.

3.4.4 RR - Rural Residential

3.4.4.1 GENERAL POLICIES

1. Lands designated as Rural Residential should maintain all OCP policies.

3.4.5 IR - Intensive Residential

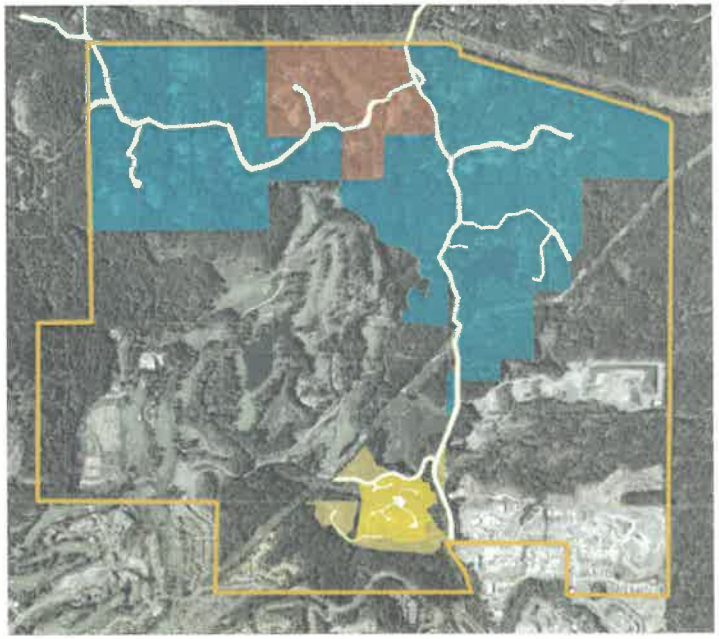
3.4.5.1 GENERAL POLICIES

1. Lands designated as Intensive Residential should maintain all OCP policies.

3.4.6 A1 - Amenity 1

3.4.6.1 GENERAL POLICIES

1. Lands designated as Amenity 1 should maintain all OCP policies and objectives to:
   a. Provide appropriate amenities that offset negative impacts of development.
   b. Further municipal policies as described in the OCP.
   c. Assist integrating any development into the community.
2. The District may consider the addition of new community and institutional uses, such as:
   a. Community and recreational spaces (both indoor and outdoor).
   b. Municipal facilities (e.g., municipal hall, fire hall).
   c. Community housing. See section 3.5 Housing for more detail.



A1 - Amenity 1

- Maintain OCP policies and consider further community uses

R - Rural

- Maintain OCP Policies
- Amend OCP to designate Tsartlip and Crown Lands as SPA

RR - Rural Residential

- Maintain OCP Policies

IR - Intensive Residential

- Maintain OCP policies

3.4.7 BM - Bear Mountain

3.4.7.1 GENERAL POLICIES

1. Lands designated as Bear Mountain should maintain all OCP policies.

3.4.8 P - Parks

3.4.8.1 GENERAL POLICIES

1. Lands designated as Parks should maintain all OCP policies including:
   a. Support the use of lands and waters for conservation and outdoor recreation.
   b. Buildings that are ancillary and related to these uses are acceptable, provided they are sited to ensure that uses or other land alteration do not harm ecosystem function or eliminate the potential for public access and environmental protection.

3.4.9 Institutional

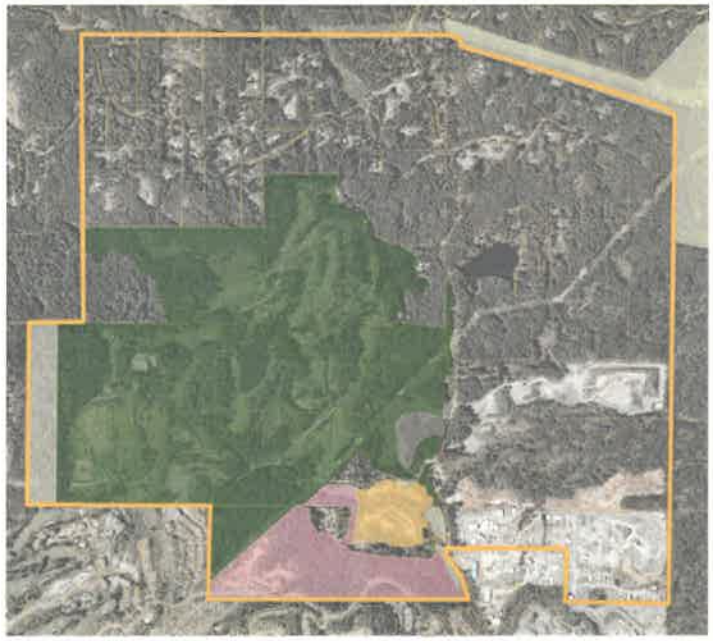
3.4.9.1 GENERAL POLICIES

1. Lands designated as Institutional should maintain OCP policies.

3.4.10 Amenity 3

3.4.10.1 GENERAL POLICIES

1. Lands designated as Amenity 3 should maintain all OCP policies.



BM - Bear Mountain

» Maintain OCP policies

P - Parks

» Maintain OCP policies

I - Institutional

» Maintain OCP policies

A3 - Amenity 3

» Maintain OCP policies

3.5 HOUSING POLICIES

3.5.1 General Policies

1. The District may develop a District Housing Policy that defines and seeks to identify and achieve community housing goals and objectives.
2. The inclusion of universally accessible and adaptable units in all new construction is strongly supported to support changing needs and demographics over time.

3.5.2 South Highlands Housing Policies

1. In reviewing land use applications and proposed Special Area Plans, the District may consider and give preference to:
   a. Alternative and innovative forms of housing that meet community needs, such as non-market and co-operative housing for residents that are actively involved in the Highlands community.
   b. A mix of housing types and tenures that accommodate a social mix, residents of all ages and abilities, changing demographics over time, and a range of income levels.
   c. Partnerships with non-market housing providers that facilitate the creation of affordable/ community housing.
   d. Opportunities for seniors housing and seniors supportive housing.
   e. Housing that achieves net zero or net positive outcomes (e.g., zero emissions, conservation covenants, regeneration of impacted lands).



3.6 REGENERATIVE DEVELOPMENT GALLERY

This gallery of aspirational images provides examples of model regenerative developments and illustrates the types of features that may be supportable in future land use proposals within the Plan area.



Outdoor space with garden/outdoor classroom provide cleansing gardens for adjacent buildings and pavement runoff.



Green roofs provide shade, remove heat from the air, and reduce temperatures of the roof surface and surrounding air.



Constructed wetlands provide aesthetic and educational benefits while they utilize remove contaminants and provide wildlife habitat.



Cisterns can store rainwater to be re-used for future landscape irrigation.



Green walls creates a natural feel and gives plants a place to thrive.



Bioswales reduce stormwater run-off.



Rain gardens have been shown to decrease the temperature of runoff from certain land uses, such as parking lots and roadways.



Porous asphalt paving reduces run-off in paving areas.



Green roofs store and utilize stormwater to reduce runoff from building sites.



Grates allow stormwater to pass through while allowing for pedestrian movements.



Structural grid paving reduces runoff in parking areas.



Trees and other vegetation can provide shade.



Curb cuts direct stormwater from street to landscape areas.



Landscape integration and natural systems reduce stormwater run-off significantly.



Facilities that support active transportation options for occupants reduce greenhouse gas emissions.

4. TRANSPORTATION & MOBILITY

The rural character of the South Highlands is reflected in its transportation system with narrow winding roads found across the District. Pedestrian and cycling facilities are limited with the exception of trails. BC Transit service is also limited as the small population, limited destinations, and high vehicle dependency do not justify service.

With narrow winding roads, the principles and policies prioritize road safety as well as active transportation in response to Highlands' commitment to Climate Actions and reducing GHG emissions from private vehicles. These policies should also be viewed in tandem with other District policies including the OCP, ICSP, Trails Master Plan, Highlands Park & Recreation Master Plan and the Roadside Trail and Cycle Network Master Plan.

4.1 TRANSPORTATION & MOBILITY PRINCIPLES



DESIGN FOR ACTIVE TRANSPORTATION & RECREATION

Enhance the safety, convenience, and connectivity of non-motorized travel and recreation.



PROVIDE SAFETY FOR ALL

Ensure the safety of all road users through road and intersection design, signage, and community action.



MITIGATE TRAFFIC IMPACTS

Maintain or create buffers and use traffic calming along major roadways to enhance safety, and mitigate noise, and visual impacts of vehicular traffic.

4.2 TRANSPORTATION & MOBILITY POLICIES

1. Require applicants to provide a traffic impact assessment for all major developments at the earlier of the rezoning or development permit stage, within the Plan Area to the District's satisfaction.
2. Seek incremental improvements to the transportation network that improve safety and convenience for all road users, including signage, pavement markings, bollards, and new infrastructure.
3. Strongly consider temporary traffic interventions (e.g., traffic calming with bollards) as a way to assess the need and efficacy of larger capital improvement projects.
4. Improve short-term cycling safety with pavement markings (i.e., sharrows) in the shoulder and bicycle route signage.
5. Over time, develop multi-use trail connections (e.g., walking, cycling, equestrian) along or parallel to Millstream Road.
6. Over time, seek additional multi-use trail connections from Goldstream Park to Millstream Road and Thetis Lake Park.
7. Study and identify potential locations for traffic calming measures to combat speeding on Millstream Road and elsewhere.
8. Improve transportation network based on the activities in policies 6 & 7.

TRANSPORTATION & MOBILITY MAP



5. OPEN SPACES, PARKS, & BUFFERS

The South Highlands open spaces and parks are dominated by rocky uplands and dense coastal forest. Nearby parks include Goldstream Provincial Park, Thetis Lake Regional Park, and Chow-Nicoll Park (Municipal) offer residents and regional visitors recreational opportunities.

The following principles and policies prioritize intact ecosystems, accessible experiences and the use of buffers to preserve community character. These policies should also be viewed in tandem with other District policies including the OCP, ICSP, Parks & Recreation Master Plan, Trails Master Plan, Craigflower Creek Watershed Plan, and the Millstream Watershed Management Plan.

5.1 OPEN SPACE PRINCIPLES



MAINTAIN INTACT ECOSYSTEMS

Maintain and responsibly manage a network of connected green spaces with rich biodiversity and minimized human impacts.



CREATE EXPERIENTIAL VALUE

Provide parks, open spaces, and outdoor recreational opportunities that can be accessed and experienced by community members.



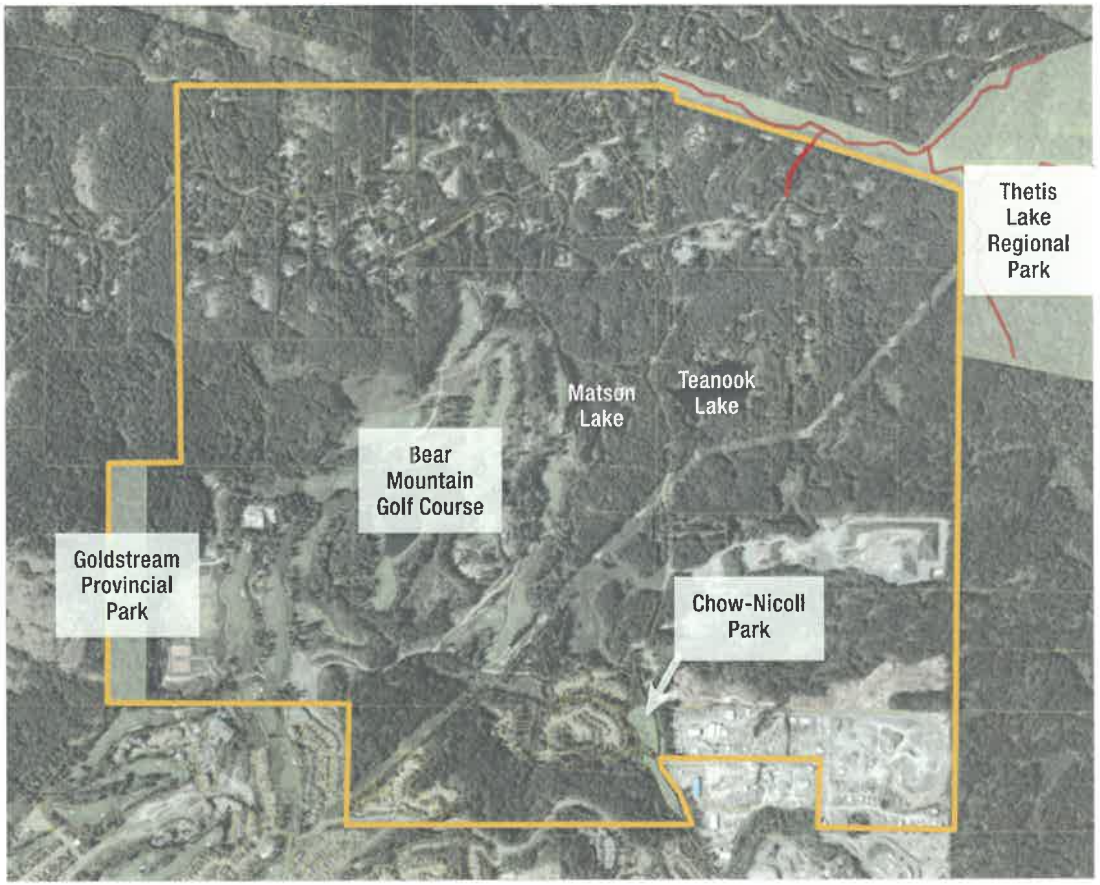
UTILIZE GREEN BUFFERS

Utilize buffer lands to mitigate land use impacts, preserve community character, and increase ecological and community connectivity.

5.2 OPEN SPACE POLICIES

1. Maintain the high priority on conservation of habitat, biodiversity, and ecosystems through green parks and other conservation opportunities, such as generous protection of riparian and other ecologically-sensitive areas through future land use approvals (e.g., covenants via subdivision or rezoning).
2. Enhance access and experiential opportunities in the parks and open space network for people of all ages and abilities, such as new trails, access points, programming, educational partnerships, and wayfinding.
3. Seek opportunities to increase trail connectivity within the public space network (e.g., parks, roads, and trails) for pedestrians, cyclists, and other users (e.g., equestrian), such as additional east-west connections into Goldstream and Thetis Lake parks.
4. Explore opportunities to integrate food production into the public space network through, for example, community gardens, permaculture demonstrations, and food forests.
5. Seek opportunities to expand and connect the open space network and habitat corridors through creative and alternative means – such as conservation subdivisions, naturalized buffers, and semi-private green spaces.

OPEN SPACES, PARKS & BUFFERS MAP



6. SUSTAINABILITY & CLIMATE ACTION

Sustainability and climate action in the District are primarily guided by the Highlands' OCP, ICSP, and Climate Leadership Plan. This section provides further principles and policies specific to South Highlands, including directions for valuing ecosystem services, increasing ecological integrity, and responding to climate change through climate action.

6.1 SUSTAINABILITY & CLIMATE ACTION PRINCIPLES



FULLY VALUE ECOSYSTEM SERVICES & ASSETS

Account for and prioritize ecosystems and 'green' infrastructure for their inherent benefits, 'services' to the community, and comprehensive values (e.g., environmental, social, economic).



STEWARD HEALTHY ECOSYSTEMS & ECOLOGICAL INTEGRITY

Reduce environmental impact and increase carbon sequestration through protection of intact ecosystems and active restoration of impacted sites.



PLAN FOR THE FUTURE

Integrate more efficient and sustainable transportation options, such as low-carbon vehicle technologies or improved active transportation.

6.2 SUSTAINABILITY & CLIMATE ACTION POLICIES

1. Maintain the current Highlands Servicing Area Boundary (no expansion).
2. Support investment in climate action and ecosystem service management as a means to support economic sustainability.
3. Reduce GHG emissions through low-impact and regenerative development, solid waste management, resource management, active transportation, and low-carbon transportation.
4. Encourage 'green' infrastructure – such as swales, rain gardens, and wetlands – to manage stormwater and enhance surface and groundwater quality.
5. District and community partners may seek ways to incentivize the preservation of habitat and tree canopy cover on private land.
6. The District may develop new site planning and design guidelines for the RD designation and identify necessary DPA guideline amendments.





7. PLACEMAKING & CULTURE

The placemaking and culture of the South Highlands should acknowledge and celebrate the recent history of the area, as well as its place within the traditional territory of the Coast Salish peoples. The future landscaping, site design, architecture, parks, trails and other elements (e.g., public art) can create a distinct sense of place in the South Highlands by embracing and celebrating these histories.

7.1 PLACEMAKING & CULTURE PRINCIPLES



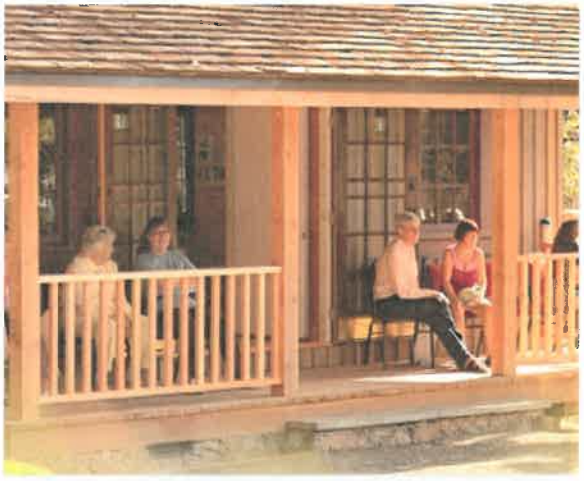
RURAL CHARACTER

Ensure the Highland's rural character through land use, public space design, and limiting development.



SECLUSION & GATHERING

Respect residents' and visitors' abilities to enjoy nature while providing opportunities for social interaction, gathering, and diverse experiences.



HISTORY & HERITAGE

Celebrate the rich First Nations and settler history of the area through landscaping, architecture, other elements (e.g., public art), and programming and events (e.g., education, events).

7.2 PLACEMAKING & CULTURE POLICIES

1. Make landscaping and naturalized green spaces a focus in developments, public spaces, and view corridors throughout the Plan area.
2. Seek a rural, 'green' building aesthetic and well-defined sense of place in new development with a focus on the use of wood and other natural, locally-sourced materials, while considering fire interface guidelines.
3. Create opportunities for seclusion, social interaction, and gathering within public spaces.
4. Seek partnerships with Tsartlip and other First Nations in the creation of education, celebration, and community-building opportunities.
5. Seek partnerships with community groups and non-profit organizations to organize community-building activities and events, with a focus on connecting community members to each other and to the land.





8. IMPLEMENTATION

While this Plan provides a policy framework to guide future decisions in the area, key actions and next steps are necessary to fully realize the vision and concepts presented in this Plan.

This section provides an implementation strategy for on-going, short-term, and medium- to long-term actions – and links next steps with key policies found in this Plan. The actions outlined in this section act as a guide to the District and its partners in undertaking key planning priorities toward achieving the vision and goals of the SHLAP.



8.1 IMPLEMENTATION STRATEGY

8.1.1 OVERVIEW

To realize this vision for generations to come, the District requires:

a. A flexible yet coordinated approach to facilitating the vision.

b. An interdepartmental willingness to go "outside the box" to create and achieve bold environmental and social outcomes.

c. Collaboration with key partners – including the CRD, Province of BC, and the Tsartlip First Nation – to leverage win-win opportunities.

d. Strong leadership to follow through on adoption of this Plan by allowing its policies to guide staff and Council decision-making with regard to development applications and capital investments in the area.

As the South Highlands evolves, this Plan – and specifically this section – should be revisited to reflect changing needs and priorities, as well as District budgeting and staffing resources.

8.1.2 ON-GOING ACTIONS

On-going Actions are actions that will be undertaken as opportunity and need arise.

ACTION	DESCRIPTION	POLICY	ROLES
Amend the Zoning Bylaw	In response to new future land use applications, develop new site-specific Zoning Bylaw zones consistent with this Plan, for the gateway properties with RD designations, as well as SPA's.	» 3.2.1 Administration » 3.4.1 RD - Regenerative Development » 3.4.2. SPA - Special Plan Area	Highlands
Explore Food Production Opportunities	Explore opportunities to integrate food production into the public open space network through, for example, community gardens, permaculture demonstrations, and food forests.	» 5.3. Open Space Policies	Highlands

8.1.3 SHORT-TERM ACTIONS

Short-term Actions are high-priority or "low hanging" actions to be undertaken in the next 1-2 years.

ACTION	DESCRIPTION	POLICY	ROLES
Update OCP to be consistent with policies from the SHLAP	Update the OCP to amend OCP policies and Development Permit Area guidelines to be consistent with this Plan, including Chapter 2 Land Use and DPA 4 Commercial Industrial Gateway.	» 3.2.1 Administration » 3.4.1 RD - Regenerative Development » 3.4.2. SPA - Special Plan Area	Highlands
Create a Net Zero and Net Positive Assessment Tool	Create a net zero and net positive assessment tool and better define outcomes and baseline conditions for land use applications.	» 3.2.1 Administration	Highlands
Create Site Planning and Design Guidelines	Develop new site planning and design guidelines for the RD designation and identify necessary DPA guideline amendments (e.g., DPA 4 and 6).	» 3.4.1 RD - Regenerative Development » 6.2. Sustainability & Climate Action Policies	Highlands
Update the District's *Amenity Zoning Consideration Policy*	Update the District's Amenity Zoning Consideration Policy with guidelines found in the SHLAP to better provide direction for negotiating community amenity contributions.	» 3.2.3. Community Amenity Contributions	Highlands
Develop a Housing Policy	Develop a Housing Policy that identifies and achieves District goals and objectives.	» 3.5. Housing Policies	Highlands
Improve short-term cycling safety	Improve short-term cycling safety with pavement markings (i.e., sharrows) in the shoulder and bicycle route signage.	» 4.4. Transportation & Mobility Policies	Highlands

8.1.4 MEDIUM - AND LONG-TERM ACTIONS

Medium- and Long-term Actions are lower priority actions or actions that require a long-term perspective to be undertaken in the next 3+ years.

ACTION	DESCRIPTION	POLICY	ROLES
Develop multi-use trail connections	Incrementally develop multi-use trail connections (e.g., walking, cycling, equestrian) along or parallel to Millstream Road. Seek opportunities for additional multi-use trail connections from Goldstream Park to Millstream Road and Thetis Lake Park.	» 4.4. Transportation & Mobility Policies » 5.3. Open Space Policies	Highlands, CRD
Improve transportation network for safety and traffic calming (capital improvements)	Improve the transportation network that improve safety and convenience for all road users, as identified by the above action.	» 4.4. Transportation & Mobility Policies	Highlands

DISTRICT OF HIGHLANDS

BYLAW NO. 277

DISTRICT OF HIGHLANDS OFFICIAL COMMUNITY PLAN NO. 277, 2007

This Bylaw is consolidated by the Corporate Officer in accordance with Bylaw 301.

Consolidated to September 27, 2021 (Bylaw 418)

Consolidated for convenience only to include Bylaws:

324, 325, 330, 343, 345, 360 and 418

CONSOLIDATED

This bylaw has been consolidated for convenience purposes only. Electronic and On-Line Consolidated bylaws are not certified copies and should not be used in place of actual District Bylaws.

** OFFICE CONSOLIDATION
For convenience purposes only:
It is not a certified copy

DISTRICT OF HIGHLANDS
OFFICIAL COMMUNITY PLAN

SCHEDULE A TO
BYLAW NO. 277

Schedule A to Bylaw 277 was replaced by
Bylaw 360 in November, 2013

CONSOLIDATED









District of Highlands

Official Community Plan

Schedule A to Bylaw No. 360

CONSOLIDATED

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Chapter 1 – Introduction

Highlanders are united by the landscape – rocky uplands and dense coastal forest. This shared terrain is not easy to traverse; nor is it easy to develop or farm. The topography has shaped a pattern of roads and land use; it has also shaped a unique rural lifestyle. Homes and buildings, while scattered, have a relatively small footprint on the land. This is unusual in a Regional District where the population exceeds 350,000 (2011 Census).

There has been gradual but steady change in the Highlands over the past three decades. Changes included some new residential subdivisions, but in exchange for development, large areas of parkland were established. Public engagement in 2003 through 2004 revealed strong values about protection of natural areas that remain largely consistent nearly 10 years later.

In addition to the strong values to protect the Highlands' natural environment, residents looked for an innovative way to approach the challenges of the future. In 2009, Highlands Council established a Sustainability Task Force that delivered its report on actions that the District could implement at the end of that year. Of the report's many recommendations, the question of how to operationalize sustainability and prioritize the actions remained unanswered until 2010, when Council decided to undertake the development of an Integrated Community Sustainability Plan (ICSP) that could also guide the OCP amendment. An assessment of the 2007 OCP indicated that it could be strengthened by the ICSP, but substantial changes were not needed.

1.1 The Official Community Plan

The Official Community Plan (OCP) is one of the most important documents for municipalities. It sets out community objectives and broad statements of policy to guide Council decisions about land use, zoning, development and servicing. The OCP also provides residents and prospective investors with a framework for making their own decisions. Most importantly, it is the legal vehicle for setting out the use of other regulatory measures that can be used by the municipality – for example, Development Permit areas, development approval information areas and heritage designations. All bylaws enacted or works undertaken by a council must be consistent with the OCP.

The Local Government Act sets out required and voluntary topics to be included in an OCP (see Figure 1) and provides a range of 'tools' that allow municipalities to implement their plans. The Act also states that an OCP *should work towards* 14 goals within a regional context (see Figure 2). Where a topic is not within the jurisdiction of the local government, an OCP may only state the broad objectives related to that matter.

An OCP is comprehensively updated from time to time, particularly when major changes are anticipated in local circumstances. Amendments and consolidations occur more frequently; any revision to the plan requires a public process.

Figure 1

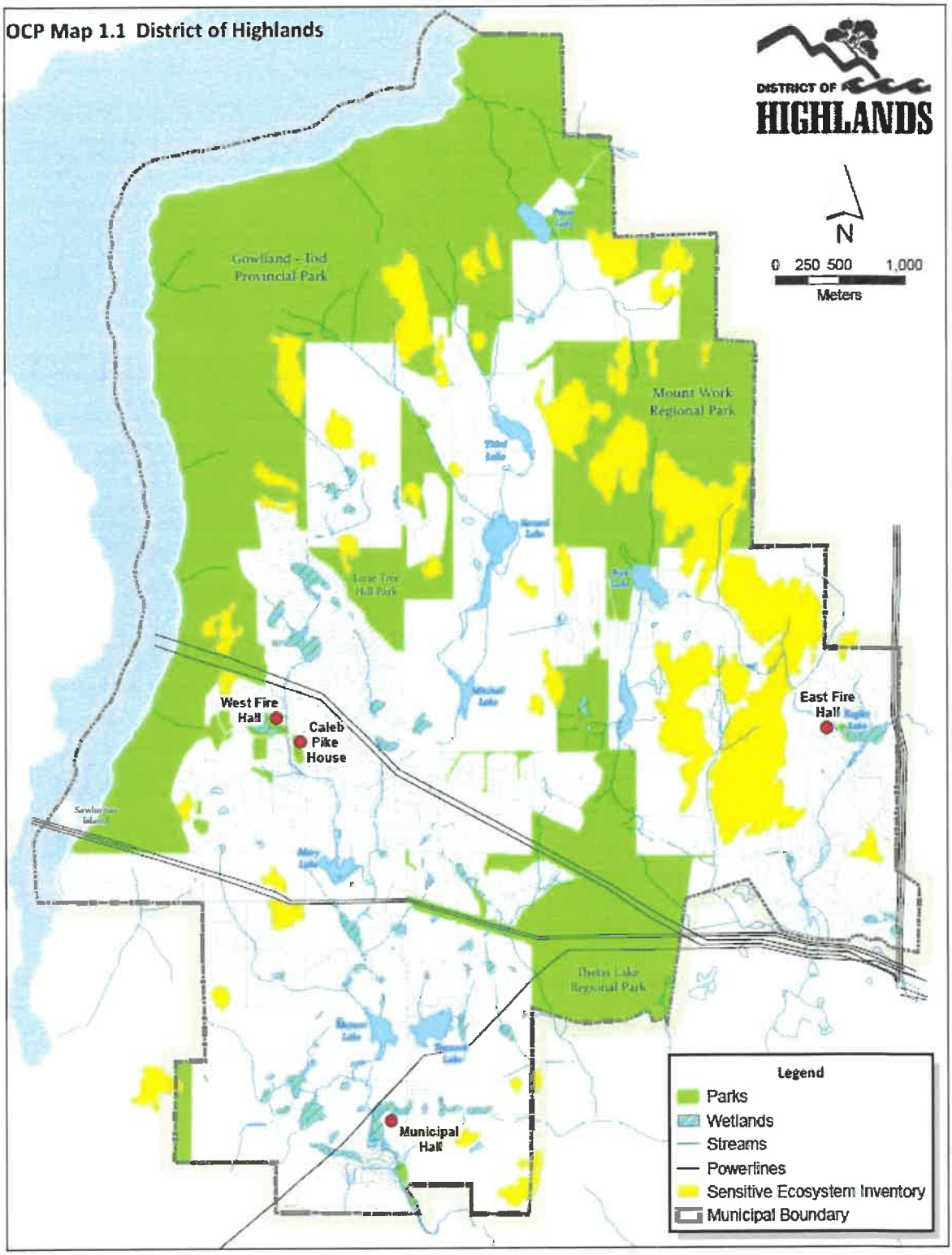
The Local Government Act sets out a skeleton for an OCP. It must include statements and maps in relation to eight matters:

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

Additionally, an OCP may include policies relating to:

1. Social needs, well-being and social development.
2. Maintenance and enhancement of farming.
3. Preservation, protection, restoration and enhancement of the natural environment, its ecosystems and biological diversity.

Some parts of this OCP can be implemented by the District of Highlands acting alone. Often, however, other agencies or levels of government will be involved. Since some lands and services are managed by other agencies, and all lands beyond the Highlands' boundaries are managed by other jurisdictions, the successful implementation of the Highlands' OCP depends on multi-party cooperation. Map 1.1 shows the area covered by this OCP.


OCP Map 1.1 District of Highlands
DISTRICT OF
HIGHLANDS
N
0 250 500 1,000
Meters
Gowlland - Tod Provincial Park
Mount Work Regional Park
Three Tree Hill Park
Thetis Lake Regional Park
West Fire Hall
Caleb Pike House
East Fire Hall
Municipal Hall
Legend
Parks
Wetlands
Streams
Powerlines
Sensitive Ecosystem Inventory
Municipal Boundary

1.1.1 Historical Context

People have inhabited southern Vancouver Island for thousands of years. The Highlands Green Map (2009) indicates the entire District of Highlands is in the traditional territory of the Wsanec (Saanich Nation). The southeast is recognized to be part of the traditional territory of Lekwungen (Songhees and Esquimalt First Nations), while an area running the entire length of Finlayson Arm is part of the Malahat First Nation traditional territory.

The Highlands was first surveyed when it was part of the Colony of Vancouver Island, prior to 1864, when the Colony of British Columbia's Gazette referred to the Highland Land District. The land was generally surveyed into 160 acre parcels, although smaller sections were also common. The first pre-emptions in the area now encompassed by the District of Highlands were to John Stewart (Stewart Mountain Road) and John Scafe (Scafe Hill) in 1883. That was also the year that Caleb Pike homesteaded Section 35. The first homesteaders were self-sufficient farmers, who also sold some of their produce in Victoria, a long day's journey there and back by horse and buggy. By the early 1900's, some residents added to their incomes by selling trees for logging.

The Highlands' first formal organization was the formation of a School District, which built a one-room schoolhouse in 1893. That schoolhouse was reconstructed at the Caleb Pike Heritage Park on Millstream Road in 2004. By 1916, most land had been pre-empted by resident settlers when George Corry acquired Sections 58 and 59a. A few sections which had reverted were purchased from the Crown in the 1930's and 1940's. As the early subsistence farmers sold and moved away, the population in the Highlands declined. Some of those who moved away sold to local loggers, resulting in the loss of most of the old-growth trees by the 1950's. While forestry was the main economic activity in the Highlands until the 1950s, other professions, such as farming, were also pursued.

Figure 2
Statements from Local Government Act

To the extent that a regional growth strategy deals with these matters, the following goals should be considered during the preparation of an OCP

1. Avoiding urban sprawl and ensuring that development takes place where adequate facilities exist or can be provided in a timely, economic and efficient manner.
2. Settlement patterns that minimize the use of automobiles and encourage walking, bicycling and the efficient use of public transit.
3. The efficient movement of goods and people while making effective use of transportation and utility corridors.
4. Protecting environmentally sensitive areas.
5. Maintaining the integrity of a secure and productive resource base, including the agricultural and forest land reserves.
6. Economic development that supports the unique character of communities.
7. Reducing and preventing air, land and water pollution.
8. Adequate, affordable and appropriate housing.
9. Adequate inventories of suitable land and resources for future settlement.
10. Protecting the quality and quantity of ground water and surface water.
11. Settlement patterns that minimize the risks associated with natural hazards.
12. Preserving, creating and linking urban and rural open space including parks and recreation areas.
13. Planning for energy supply and promoting efficient use, conservation and alternative forms of energy.
14. Good stewardship of land, sites and structures with cultural heritage value.

The Highlands District Ratepayers (now Community) Association was incorporated in 1967 to give Highlanders a voice in land use planning. The Province relinquished its planning function for the Highlands when the Capital Regional District (CRD) was established in 1969.

The first plan for the Highlands and Willis Point was adopted by the CRD Board in 1981, following years of input by the residents of the Highlands. The philosophy of that plan, formally adopted in 1981, was to balance future urban development with the protection of major environmental features. The plan identifies a Development Reserve Area of 1,360 hectares in the southwest portion of Highlands in which "to develop a new urban community." It also identified potential major parks and regional open space.

Highlands was incorporated as a District Municipality in 1993. In 1995, a Council Steering Committee conducted a comprehensive survey of Highlands' residents as part of the Highlands "Dreams and Decisions" project. A separate survey of Highlands' youth revealed what this often-overlooked group of residents felt about life in the Highlands. These surveys provided essential information for the development of the 1997 OCP.

The philosophy of the 1997 OCP differed from its predecessor. The plan placed as Goal 1 the protection of the natural environment, and along with other supporting goals has remained a significant part of planning in the Highlands. The main 'tool' has been the use of amenity zoning combined with the zone lot size minimums of 12 hectares (30 acres) for the creation of large parks, protection and conservation areas.

1.1.2 Regional Growth Strategy

The CRD Regional Growth Strategy (RGS) was adopted in 2003 and underwent an amendment process in 2008 for an urban containment boundary adjustment requested by the Highlands. This document establishes eight key strategies for managing growth through collective actions of the municipalities and electoral areas within the Capital region. Highlands' Regional Context Statement is the subject of Chapter 10 of this OCP.

As set out in the Regional Growth Strategy, the major roles of the Highlands are:

- To preserve large areas of natural green space.
- To protect elements of the region's ecosystem.
- To provide outdoor recreational opportunities for CRD residents and visitors.

1.1.3 The 2007 OCP

The 2007 OCP had its foundation in the comprehensive 1997 plan. For the most part, the principles, goals and policies remain unchanged for this 2012 update of the 2007 plan. This content has been informed by Parks and Recreation Master Plan (2001), the Trails Master Plan (2002), policy work in 2002 and involvement of task groups on 2003 – 2004. Additionally, the plan draws on material from the work of the 1999 Housing Task Force.

1.2 A Long-Term Vision

This OCP owes much to the dedicated volunteers who donated a great deal of time in 2003-2004 and in 2010-2012 to the ICSP and the OCP update. Appendix B provides a record of the planning processes for the ICSP development and OCP update.

At the end of 2009, Council received the report of the Sustainability Task Force. Among the report's 42 recommendations was one that the District of Highlands develop a comprehensive community sustainability plan that would help define actions and include indicators for reporting on the sustainability of the community. The Whistler Centre for Sustainability was retained to help develop an Integrated Community Sustainability Plan (ICSP). The plan was adopted in February 2012 and forms a vision for the District and all its initiatives in partnership with community organizations in the Highlands.

1.2.1 Sustainable Highlands: An Integrated Community Sustainability Plan

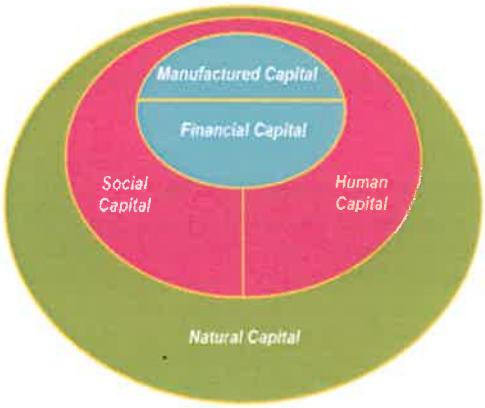
Sustainable Highlands is the ICSP for the Highlands. An Integrated Community Sustainability Plan (ICSP) is a document that helps guide the community toward its shared vision of a successful and sustainable future. The ICSP describes the interdependent systems in the community and what a successful community would be in each of those community systems. An ICSP is the community's highest level policy document that is meant to guide all existing plans and policies, give direction to all future initiatives and provides a high-level comprehensive framework for community decision-making. The ICSP includes: a long-term vision within nine strategy areas, actions for implementation, progress monitoring, and an annual process to ensure ongoing progress.

1.2.2 Sustainable Highlands' Approach

The definition of sustainability in the ICSP was a primary guiding principle for development of the plan:

> *Sustainability, in the context of the Highlands municipality and community, is defined as meeting the needs of the present community without compromising the ability of future generations to meet the same needs, and without degrading the functioning of local to global ecosystems as a result of resource use within the Highlands.*

The 2009 Sustainability Task Force began setting the vision for the plan by looking at different perspectives to help define and clarify sustainability. Two primary guiding models were the Five Capitals model and The Natural Step. The Five Capitals model emphasizes that manufactured and financial forms of capital exist within social and human capital and in turn all exist within natural capital. Without a healthy natural environment, other systems will not be viable.



The Natural Step, developed in Sweden in the 1980s, defines the global systems and conditions required for sustainability. It provides a framework for working toward a sustainable future. Derived from the Natural Step Framework, the four sustainability objectives that were used to guide how the future is described in the plan and as guidance for decision-making are:

1. **We will reduce our dependence on the use of materials extracted from the Earth's Crust and the creation of associated wastes.** We will work toward the use of renewable low-impact resources, such as solar energy, and not depend on limited resources taken from the earth.

2. **We will reduce our contribution to the progressive build-up of synthetic materials produced by society.** We will create or use manufactured products that can be easily absorbed in an environmentally benign way, such as packaging made out of compostable materials.

3. **We will reduce our contribution to the ongoing physical degradation of nature.** We will use resources only from well-managed eco-systems, pursuing the most productive and efficient use of those resources. We will exercise caution when modifying the natural environment.

4. **We will reduce our contribution to conditions that undermine people's ability to meet their basic needs.** We will support and maintain socio-cultural and economic systems that promote a quality of life for people that include food security, affordable housing, and a living wage.

1.2.3 How the OCP aligns with *Sustainable Highlands*

An ICSP is a vision and plan that is developed by the community and accomplishing it will depend on partnerships developed with organizations outside local government. Whereas an OCP is oriented to the land use and related policy decisions within the powers of a local government, the ICSP provides broader directions integrating economic, social or environmental actions that often take a combined effort to achieve. A number of indicators were also developed during the ICSP process for monitoring and reporting progress toward the shared vision on an annual basis.

This OCP amendment incorporates and reflects the sustainability objectives and Descriptions of Success articulated in the ICSP. The result is clear direction toward sustainability that fits within the 2007 vision statement.

HIGHLANDS VISION

The Highlands is a primarily residential community, rural in nature, and blessed with an exceptional abundance of scenic beauty, native plant and animal life, and public parkland. Those of us who live here place high value on the natural environment and our rural lifestyle. Highlanders are actively involved in the community, which fosters a spirit that is both self-reliant and cooperative.

The Highlands will strive to diversify its economy while preserving our natural systems, including the aquifers on which we depend so heavily. Land use decisions will be guided by a community plan, with the ongoing involvement of residents.

As stewards of our unique natural environment, we will protect its integrity. We will retain sufficient lands in their natural state to permit a diversity of plant and animal life to flourish and to ensure that the rural lifestyle we enjoy today can be experienced by future generations. We believe in the value of open and green space, trail systems, and outdoor recreational opportunities, both to enhance life in the Highlands and to contribute to the well-being of southern Vancouver Island as a whole.

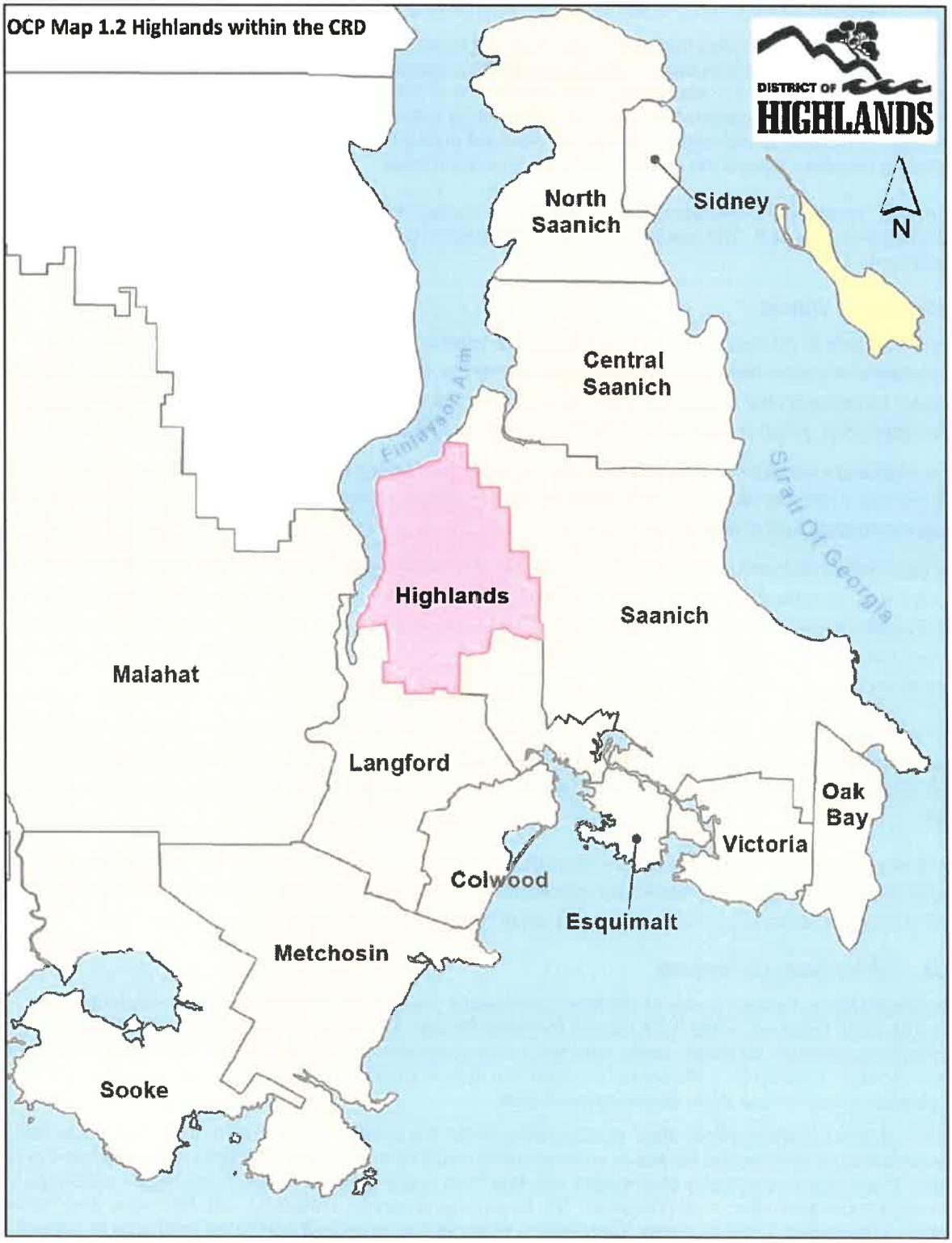
We will provide for an adequate tax base, including light industrial, related commercial and nature-related recreational uses in some areas of the Highlands, in order to support basic, affordable municipal services and facilities. We will encourage alternative transportation choices, housing choices, and a community hall.

New development in the Highlands will be in keeping with the rural character of the community and carefully designed to protect sensitive environmental conditions. The pace of change should be gradual and the type of development should leave a small footprint on the land.

1.3 A Look at Ourselves

The Highlands is located in one of the most spectacular physical settings in Canada and occupies an area of 3,745 hectares within BC's Capital Regional District. Environmental features such as watercourses, lakes, wetlands, steep hillsides, rocky outcroppings, wooded areas and marine shorelands have remained relatively undisturbed by urban and suburban development. As shown on Map 1.2, the Highlands is one of four West Shore communities.

The Highlands is distinct from other municipalities given the extent of its undisturbed natural areas and the proximity of diverse and attractive environmental features in proximity to places where people live and work. The rugged topography and relative isolation from major growth centers in the region contribute to the Highlands' green and rural character. The three largest parks – Gowlland Tod, Mt. Work, and Thetis Lake – encompass 1,100 hectares. Considering regional and municipal parks, the total area of parkland is just under 1,450 hectares, which accounts for approximately 38% of the District's land base. In 1993, at incorporation, this figure was approximately 10%.


OCP Map 1.2 Highlands within the CRD
DISTRICT OF
HIGHLANDS
N
North Saanich
Sidney
Central Saanich
Finlayson Arm
Strait Of Georgia
Highlands
Saanich
Malahat
Langford
Oak Bay
Victoria
Colwood
Esquimalt
Metchosin
Sooke

The Highlands is predominantly rural and residential. In 2007, the Community Energy and Emissions Inventory (CEEI[1]) reported a population density of 0.9 people per net hectare[2] compared with a BC Municipal average of 7.4. Few jobs based in the community resulted in 83% of working people commuting to jobs outside of Highlands in 2007 (89% in 2001). The decrease from 2001 was notable because there was a 13.7% population increase between 2001 and 2006. The population has continued to increase at over 2% per year, up 11.4% from 2006 to 2011. Figure 4 contains a selection of other community demographic statistics from the Canada Census.



Figure 4
Selected Demographic Variables, Canada Census

	2001		2006		2011	
	Highlands	CRD	Highlands	CRD	Highlands	CRD
Population	1,674	325,754	1,903	345,164	2,120	359,991
Dwellings	605	142,140	705	152,480	779	160,364

Census variables, 2006 (direction of change from 2001, eg 61% to 69%; ↑ = increase, ↓= decrease, blank=same)	**Highlands**	**Capital Region**
Lived at same address 5 years (since 2001)	69%, ↑	53%
Median age of residents	42.6↑	40.8 ↓
Age 19 or younger	23.2%, ↓	19.9%, ↓
Born in BC	75%, ↑	59%
Couple families with children at home	51%, ↓	44%, ↓
Visible minority residents	2%	10%, ↑
Median family (couple) income	$86,155, ↑	$76,058, ↑
Worked at home	17.3%, ↑	9.7%
Owned dwellings	94%, ↑	65%, ↑
Dwellings built before 1991	54.5%, ↓	71%, ↓

[1] Updated 2007 Community Energy and Emissions Inventory (2010), Province of BC Ministry of Environment Climate Action Secretariat.
[2] Net of Crown land, parks, Indian Reserves, water features, airports, ALR, waste disposal

Chapter 2 – Land Use

The opportunity to live near to nature and enjoy a rural lifestyle is highly valued in the Highlands. The large lots, natural vegetation, and agricultural and forestry uses typical of a rural area must be balanced with: the expectations of all residents; the municipality's need to create an efficient pattern of land use; and the inherent connection to water, especially groundwater.

One of the main purposes of an OCP is to identify the intended primary use of lands within the municipality and to set out general statements related to these uses. The land uses designated in this chapter are compatible with the rural character of the Highlands and provide for a variety of rural densities and uses that include residential, employment, food production, tourism and recreation. Protection, conservation and restoration of natural areas are a priority and land uses need to provide the best possible opportunities for physical and ecological connections to help ensure ecological health.

This chapter sets out ~~eight~~ ten land use designations, along with the objectives and policies for each designation:

- Rural Land Use
- Rural Residential Land Use
- Intensive Residential Land Use
- ~~Commercial Industrial~~ Regenerative Development Land Use
- Institutional Land Use
- Public Parks
- Managed Forest
- Bear Mountain Comprehensive Development Area
- Amenity Areas
- Special Plan Areas

The text of this chapter should be read in conjunction with **Map 2.1**. Boundaries of the land use designations on Map 2.1 are approximate, and minor adjustments may be made without plan amendment on the basis of new or site-specific information, provided that such amendments do not affect the intent of the designations.

2.1 Water, Water Everywhere…

It is in the lakes and the streams, under the ground, in the homes and businesses, and falls from the sky. All water sources are inherently interconnected and interdependent, especially in communities dependent on groundwater for their potable water. All land use and human activity are water dependent. Groundwater availability will be one of the major factors that will determine future land use development in the District of Highlands. This section of the OCP deliberately heads the Land Use chapter, indicating that all land use decisions must consider water.

Each Highlands resident has control over water protection through stewardship and conservation activities. Stewardship and conservation are roles every Highlander can take ownership of. A comprehensive groundwater monitoring program supports these efforts. Such a program should consider surface water uses as well.

Map 2.2 is to be used for general information purposes only. Map 2.2 shows lineaments and lineament cross points in relation to wells. A lineament is a linear feature on the land visible from air photos that may represent locations of underground breaks in the rock formations. Lineaments can provide clues to the locations of major water-bearing fractures.

Other sections of the OCP provide objectives and policy direction as listed below:

- Section 3.3 discusses water features and riparian areas as environmentally sensitive areas.
- Section 3.5 discusses watershed and groundwater management.
- Section 3.8 discusses soil and water pollution.
- Chapter 5 discusses water conservation as it relates to overall energy conservation and greenhouse gas emission reduction.
- Chapter 7's introduction explains groundwater as a resource.
- Section 7.2 elaborates on water supply and well protection.
- Section 7.5 discusses Surface Water Drainage and the importance of managing storm water.

Water – Objectives

- To ensure an adequate long term supply of potable water.
- To consider water in all its forms in all land use decisions.
- To protect watersheds, natural drainages and wetlands.
- To promote stewardship and conservation activities with respect to water and energy.

Water – Policies

1. The District will develop a thorough understanding of groundwater conditions in the Highlands.
2. The District will follow the recommendations of the 3-phase Comprehensive Groundwater Study, authored by Golder and Associates.
3. The District will partner with and support organizations such as the Highlands Stewardship Foundation in their water and energy stewardship and conservation activities.

2.2 Land Use – General

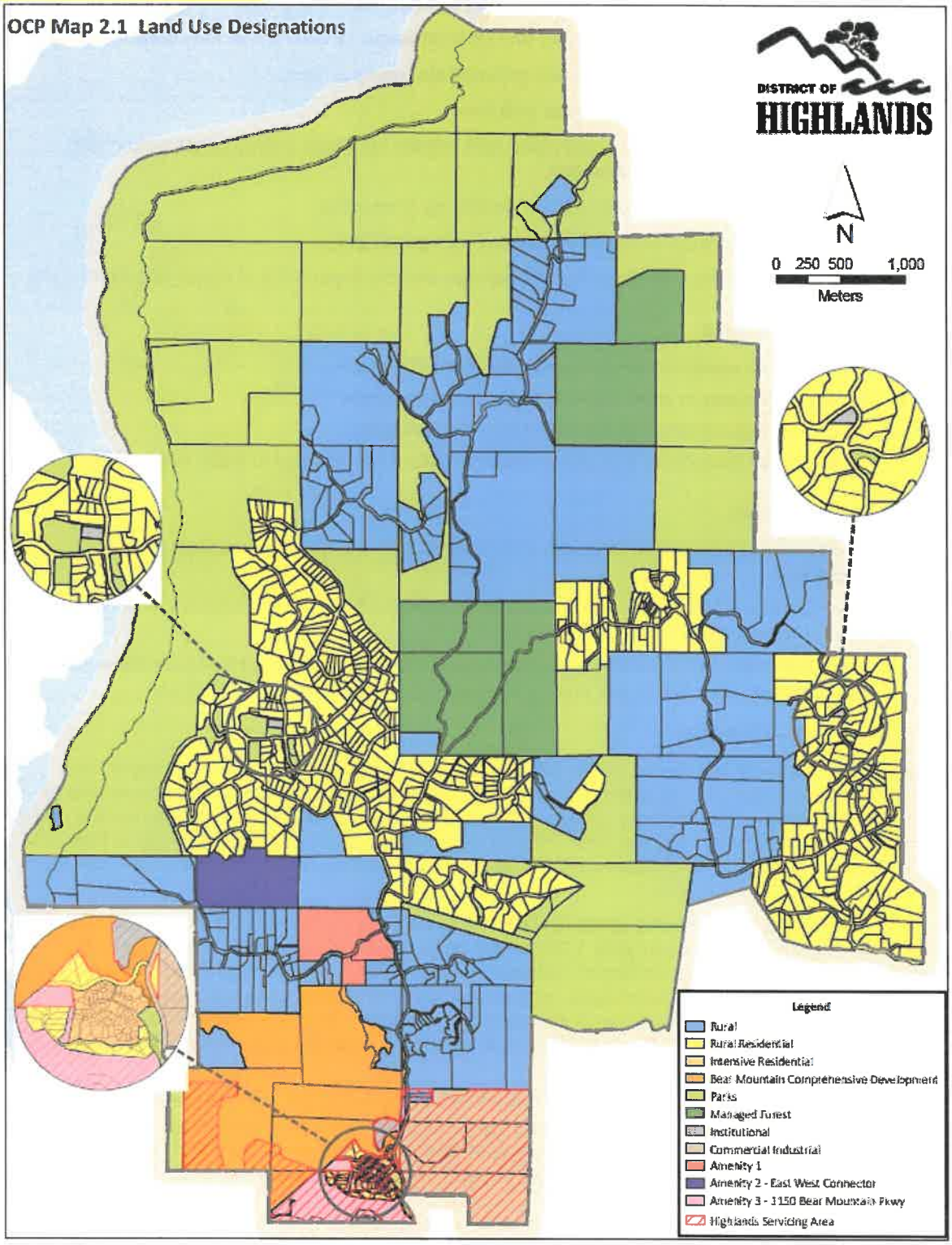
Engagement of Highlands' residents over the past decades strongly demonstrates that people have chosen a rural lifestyle and wish to see this choice available to future residents. Further conversion of undeveloped land (beyond that already zoned) into typical suburban land patterns is inappropriate and is discouraged through the policies of this plan. Highlands is a signatory to the Capital Regional District's Regional Growth Strategy, which foresees Highlands as a rural community with no role as an area for urban development in the long term.

Since 2001, the District has grown by approximately 15 houses per year. Under this OCP, the anticipted buildout of the Highlands is approximately 1,080 single family dwelling *properties*. This refers to the property and not the possibility of secondary suites/residences on a property. Achieving success under the *Sustainable Highlands* ICSP also means increased diversity of choice for better social and economic balance. Public input has emphasized a commitment to the buildout limit and slow growth. In 2009, the CRD[3] projected Highlands to have the lowest share of anticipated growth in the region with the number of dwellings at 1,272 by 2038.

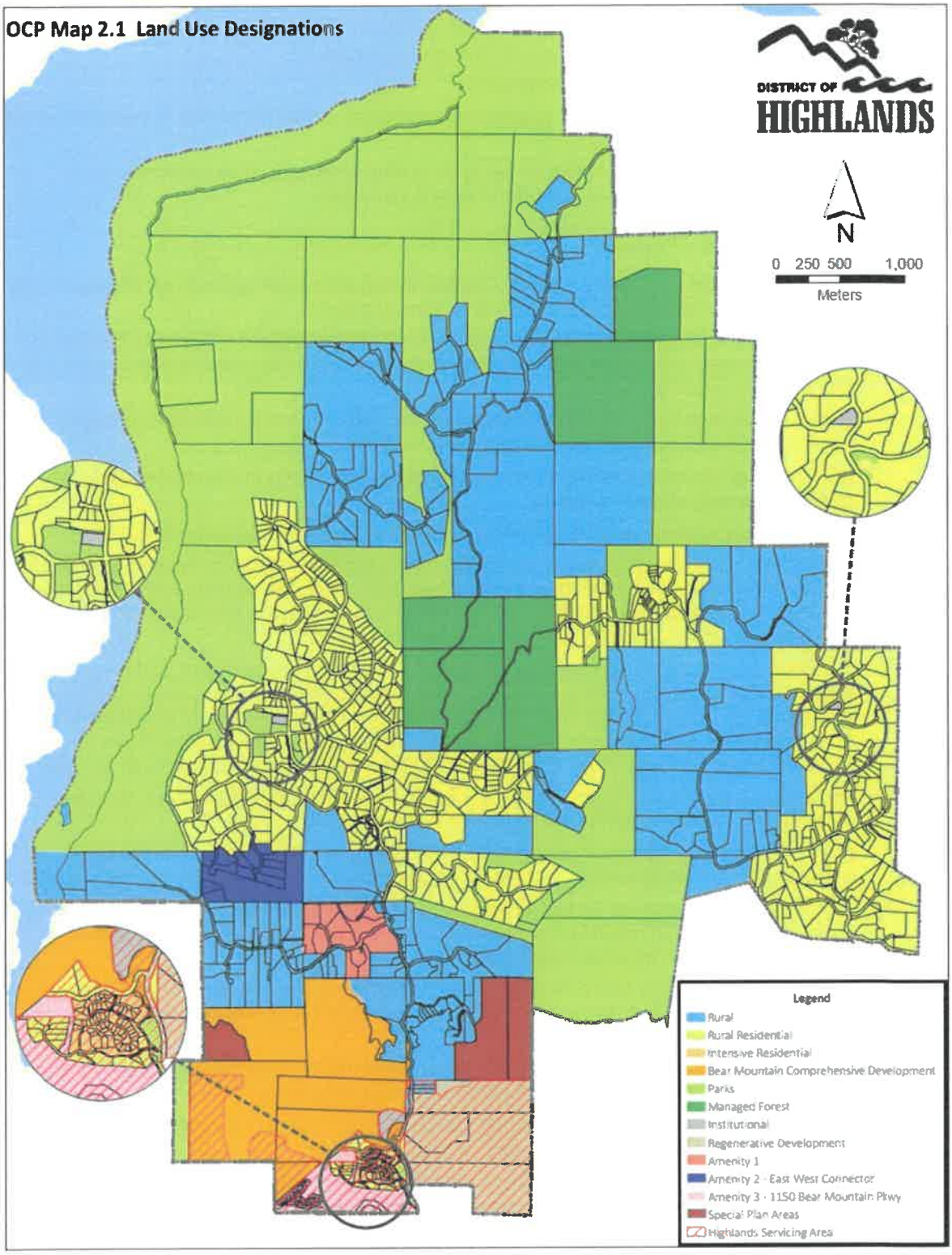
This plan takes the view that both conservation and other land activities are appropriate in the Highlands. Individual land owners have the ultimate responsibility to be good stewards of their lands, guided municipal bylaws.There is a responsibility to protect potable water sources and address housing needs within a sustainable rural context. The challenge for Highlands is to be creative in achieving this balance.

[3] Table 8 in *A Context for Change Management in the Capital Regional District: Future Population, Labour Force, Employment and Housing in the Capital Regional District* (August 2009), Urban Futures and CitySpaces.

Current Map – TO DELETE



NEW MAP – TO INSERT



Land Use General - Objectives

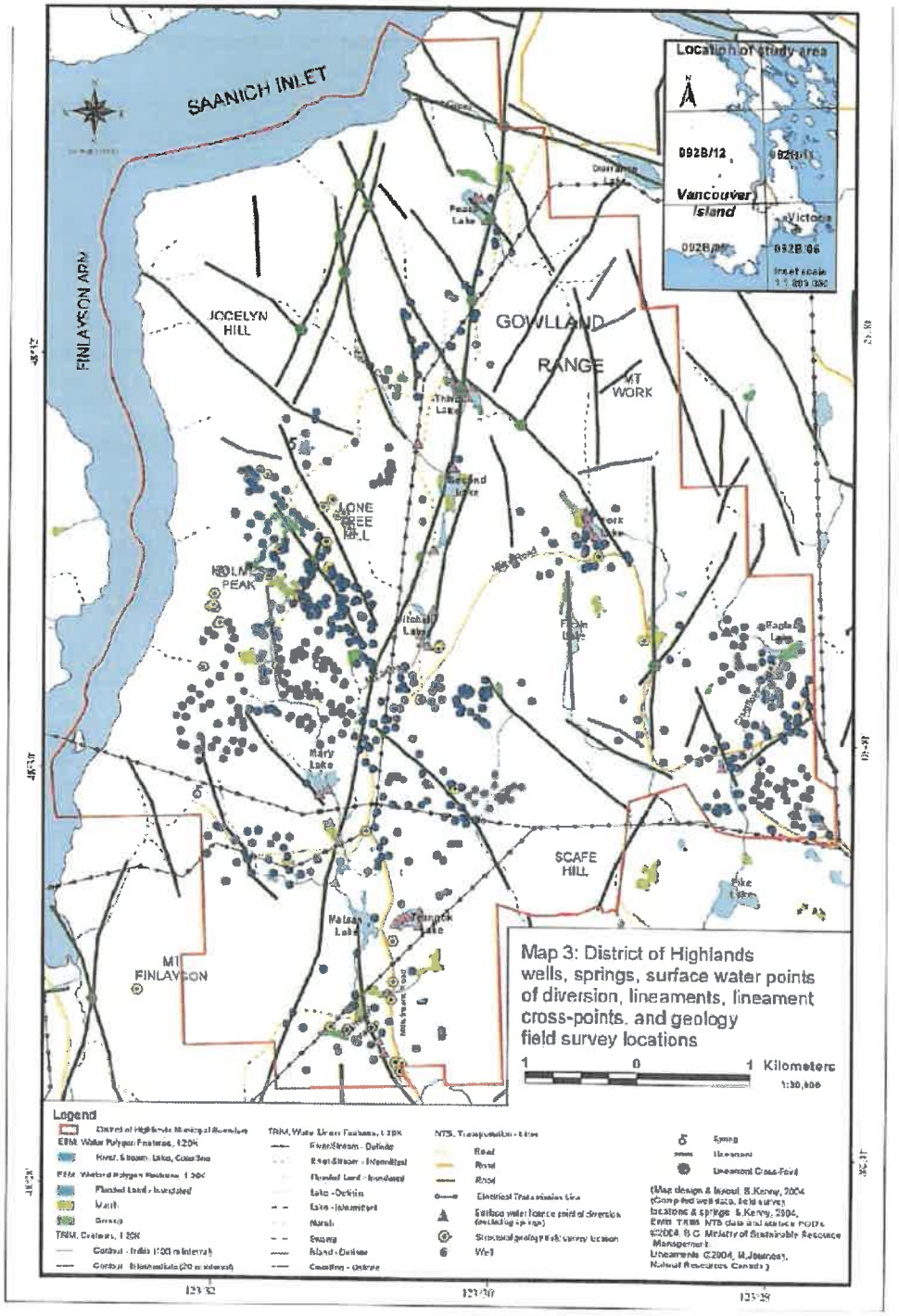
- To encourage land uses, land subdivision, road patterns, servicing, housing types and landscaping that: are consistent with the community's rural character; respect the natural environment; and make efficient use of land and resources.
- To ensure that aquifers are not overdrawn.
- To provide a variety of land uses to serve the residential, employment and recreational needs of existing and future residents.
- To encourage agriculture and food growing on private properties in an environmentally sustainable manner that does no harm to local ecosystems.

Land Use General - Policies

1. Highlands Council will employ the Five Capitals model when making land use decisions. The *Sustainable Highlands* ICSP will guide these considerations.
2. As part of the development process, developers will be encouraged to contact residents to discuss proposed changes in land use, prior to the submission of rezoning applications and prior to public hearings.
3. Encourage all new buildings and renovations to be built with energy and water efficient standards and technologies representing best practices.
4. The District encourages the use of innovative energy technology in site development in addition to energy efficient buildings.
5. District energy systems may be considered within the Highlands Servicing Area.
6. Proposals for new development or significant redevelopment should be required to quantify the net increase in GHG emissions resulting from loss of habitat, construction of the site and buildings, and the operation of the buildings and site relative to the property's use, including transportation.
7. The District encourages development applicants to explore various means and measures to subdivide land or design buildings that leave a small footprint on the landscape, minimize impacts on the natural environment, and protect the privacy of residents. This might involve clustering of lots, lot size averaging or other site planning that minimize impacts on environmentally sensitive areas and improve the efficiency of public goods, such as roads.
8. The District encourages opportunities to be found for incorporating agriculture, including community gardens, as part of the land uses in site planning.
9. Where lot averaging has been used, covenants restricting further subdivision will be placed on the larger remaining parcels. This is clearly described in the Zoning Bylaw policy 4.3(2).
10. With the exception of lands in the Highlands Servicing Area Boundary, all land uses will derive their water from ground or surface sources and/or rainwater. Septic systems or alternative innovative methods may be approved.
11. The District encourages future development to locate away from areas that: are environmentally sensitive; have the potential for surface erosion or slope instability; and are archaeological and historic sites.
12. To avoid wildlife/human conflicts, the District recommends that consideration be given to areas of high use by predators/wildlife when development occurs.
13. Housing for people with special needs by reason of age, income or disability is encouraged to meet the community's anticipated needs.
14. In the spirit of enhancing family/social capital and being responsible land use stewards, the District will maintain a register of successful zoning amendments where family situations were taken into account. The purpose of this registry is to provide successive Councils with direction for decision-making.

15. Land uses and activities that are deemed to adversely affect the safety, health, or livability of a residential neighbourhood are not acceptable.
16. The District will seek to protect existing viewscapes and enhance landscapes of value during the development process and in conducting economic activities.
17. Viewscapes of value will include natural areas on or near hilltops and ridges, as well as landscapes of natural areas of value. These will be maintained through careful site planning, building design, and controls on vegetation removal. Lands adjacent to parks and road right-of-ways should remain naturally vegetated buffer zones.
18. The District will seek to restore viewscapes and landscapes of value.
19. Expansions of pre-existing uses that are not in conformance with this plan are not considered to be acceptable.
20. Public amenities (as listed in Appendix A) may be offered through rezoning to justify an increase in density. Such amenities must be beneficial to the wider community, as well as the proposed development, and may be offered in recognition of the increased value of land resulting from rezoning.
21. For the purposes of the Regional Growth Strategy, the District of Highlands intends to grow slowly.
22. All land use and design decisions will seek to prevent unplanned growth.
23. Where appropriate, resolved by Council and agreed to by the land owner, covenants with an appropriate conservation agency may be used to protect environmentally significant features and areas for future generations. Implementation and maintenance costs should be shared by all signatories to the covenant.
24. When Council considers secondary housing, sustainability will be the prime factor for consideration.
25. The District of Highlands acknowledges the important role that large lot property owners play in the municipality. Council will work with owners of large properties to help identify key values and objectives, and to seek prospects for mutual benefit. As each situation is unique, the primary tool for owners of large properties to engage with the municipality is through the rezoning process, which gives an opportunity for dialog to reach net benefit to the community and the owner.
26. The District supports the concept of a country market in the municipality, provided that the establishment complements the character of the surrounding neighbourhood and has minimal negative social or environmental impacts. This small scale establishment would primarily serve Highlands residents. No area is designated for this purpose. If a landowner were interested in this possibility, a rezoning would be required.
27. Child day care centres and/or adult day programs are acceptable uses in residential areas. A seniors' program could also be provided as part of a small-scale cluster housing project or at a community hall. Any proposal must consider transportation issues (transit, volunteer driver services, etc.).
28. When properties develop, the full cost of extending services shall be borne by the development. Where the services are primarily for the direct benefit of the property being developed, the ongoing costs to operate and maintain those services should be borne by the land owners through the establishment of local service areas.
29. All new development permit applications should adhere to Best Management Practices for invasive species. Landscaping with locally-sourced and native species will be encouraged.
30. Roads and pathways should be constructed to minimize width of cleared areas and hard surfaces. Council may wish to consider an amendment to the Subdivision Bylaw.
31. Where appropriate, community gardens are encouraged.

OCP Map 2.2 Groundwater Geological Features



2.3 Rural Land Use

The essential character of the Highlands comes from its large land holdings, where many homes are set well back from the road, often hidden from view, and have a small 'footprint' on the land. This pattern of land ownership and use also allows for the retention of large tracts of natural landscape, sustaining a diversity of wildlife and vegetation. Some holdings are agricultural in nature, supporting livestock, small crops and orchards.

The rural area designation will provide people with choices of living environments that are still compatible with sustainable farming and forestry management. Nature-related tourism is also a desirable use within the designation. The rural land use designation is intended to preserve historic and cultural structures and landscapes, retain open spaces, protect environmentally sensitive areas and minimize service demands and costs on the municipality.

Rural Land Use – Objectives

- To provide for a range of land uses that support the retention of the large lot character of areas that are largely undisturbed, protecting them from encroachment by more intensive forms of development.
- To allow rural property owners reasonable economic opportunities for the use of their land, ensuring that uses are consistent with the rural character of the Highlands and compatible with the protection of natural areas.
- To ensure ongoing opportunities for sustainable agriculture and forestry in rural areas.
- To ensure that land use controls are in keeping with the rural character of the community; and
- To ensure that sufficient land use controls are in place to protect unique and sensitive environmental features for future generations.
- To maintain and protect ecological services and aquifer/watershed health.

Rural Land Use – Policies

1. Land uses in rural areas that are related to sustainable farming, forestry, rural residential uses, tourism, outdoor recreation, and other open space activities are preferred.
2. The primary land uses on the lands designated "Rural" on Map 2.1 may be single family dwellings, agriculture and home-based businesses that do not significantly change or impact neighbourhood character. Nature-related tourism activities are considered to be appropriate land uses. Nature-related tourism includes nature-related tourist accommodation.



3. Tourist accommodation will be limited to one tourist accommodation unit per two hectares to a maximum of 6 accommodation units, providing there is no negative impact to neighbouring wells. The building types will be in the form of bed and breakfast, cabins, or small lodge. Food will only be served to registered guests. The number of tourist accommodation units will be relative to the size of property. Tourist accommodation in the Rural Land Use designation will be guided by the home-based business section of the Zoning Bylaw.
4. New uses proposed in this designation must have access through suitable country roads, and have limited impact on environmentally sensitive areas, agricultural operations, forestry activities, historic landscapes and scenic values.

5. Prior to subdivision, information will be required through a Development Approval Information Area or a Development Permit so the District will ensure at the time of subdivision that the road and lot layout is designed to protect environmental values, accommodate the potential for establishing municipal trails, and foster the sustainability of natural resources.

2.4 Rural Residential Land Use

Rural Residential Land Use – Objectives

- To provide housing in a rural setting without compromising Highlanders' values of privacy, peace and tranquility.
- To ensure that land use controls are in keeping with the rural character of the community.
- To ensure that sufficient land use controls are in place to protect unique and sensitive environmental features for future generations.
- To maintain opportunities for agriculture within this area.

Rural Residential Land Use – Policies

1. The primary land uses in the area designated as "Rural Residential" on Map 2.1 may be single family dwellings and home-based businesses that do not significantly change or impact neighbourhood character. Small scale agriculture is encouraged.
2. Any new uses in these areas must have access through suitable country roads, and have limited impact on environmentally sensitive areas, agricultural operations, forestry activities, historic landscapes and scenic values.
3. Prior to subdivision, information will be required through a Development Approval Information Area or a Development Permit so the District will ensure at the time of subdivision that the road and lot layout is designed to protect environmental values, accommodate the potential for establishing municipal trails, and foster the sustainability of natural resources. Where appropriate, road and lot layout should also consider road standards for bus service (such as turn-arounds or loops), and either direct or trail access to transit service.
4. When the opportunity arises, alternative uses that are more consistent with the character of the Highlands will be considered to replace the nonconforming industrial use in the East Highlands.

2.5 Intensive Residential Land Use

One area of the southwest Highlands is designated as Intensive Residential Land Use, in accordance with a 2003 zoning amendment.

Intensive Residential Land Use – Objective

- To create an area for intensive residential development while protecting the integrity and ecological value of natural areas and promoting the rural quality of the Highlands.

Intensive Residential Land Use – Policies

1. The primary land uses may be single family and attached housing. Clustering of housing is encouraged.
2. Attached housing or both single family dwelling units and attached housing may be considered in new development.
3. New development must address the housing policies of the Official Community Plan.

4. Development will incorporate natural features. All site conditions will be carefully examined before determining building locations, access and open green space areas. Wherever feasible, existing features and habitat will be retained, and where appropriate enhanced.
5. All designs should support public transit with facilities for pedestrians and other human powered transportation.

2.6 ~~Commercial Industrial~~ Regenerative Development Land Use

~~At the present time, there is no traditional retail commercial or office commercial in the Highlands. The topography of much of the District is not suitable for traditional commercial and office uses.~~

~~The major area of industrial activity is located east of Millstream Road, immediately north of Highlands' boundary with the City of Langford.~~ Lands in the Regenerative Development Land Use Designation ~~This area falls~~ are inside the Urban Containment Boundary of the Regional Growth Strategy and the Highlands Servicing ~~Boundary~~ Area as shown on Map 2.1. ~~The land base has been heavily disturbed and there are relatively few environmental preservation issues. The ground water in this area has been contaminated by its former use as a sewage lagoon and landfill.~~

~~The amount of industrial land in Greater Victoria is in short supply and this large contained area has reasonable access to the Trans Canada Highway. A light industrial/business park in this location would require utilities such as piped water, storm and sanitary sewers, and street lighting. Landscaping, screening (e.g. perimeter trees) and access to regular transit service are important considerations.~~

Lands in the ~~Commercial Industrial~~ Regenerative Development Land Use Designation ~~have~~ are also ~~been~~ designated Development Permit Area 4 – ~~Highlands Commercial/Industrial Gateway Area~~ Regenerative Development. There should not be any additional access routes into this area from Millstream Road other than the existing Industrial Way. Preference is for an internal service road parallel to Millstream Road.

This area contains gravel deposits that may be suitable for future extraction.

The Regenerative Development Land Use objectives and policies are set out in section 3.4.1 RD – Regenerative Development in Appendix C – South Highlands Local Area Plan.

~~Commercial Industrial Land Use – Objectives~~

- ~~To allow a range of light industrial and service commercial land uses that would increase the Highlands' tax base with minimum infringement on the rural, less disturbed land in the rest of the Highlands.~~
- ~~To encourage redevelopment of the properties located in the proposed "Highlands Industrial Park" area in a coordinated manner.~~

~~Commercial Industrial Land Use – Policies~~

1. ~~Over time, the area designated as Commercial-Industrial land use on Map 2.1 should be redeveloped as a range of light industrial and service commercial uses in conformance with Development Permit Area 4 - Highlands Commercial/Industrial Gateway Area and any agreements that are in place. These uses may include green economy-based industries such as: recycling; manufacturing and assembly; warehousing and storage; service industries; sales and service operations; and office uses that are ancillary to these uses. . Industrial uses and practices that have appreciable negative impacts on surrounding areas, groundwater resources and air quality are discouraged. Industrial uses and practices that have appreciable positive impacts on surrounding areas, groundwater resources and air quality are encouraged.~~
2. ~~There should not be any additional access points into the southernmost industrial area from Millstream Road other than the existing Industrial Way. An internal service road parallel to Millstream Road is appropriate.~~

3. Landowners are encouraged to coordinate their business operations, land planning and servicing. Examples of other areas where business parks have been created in rural settings should be explored.

4. The industrial area should be serviced by underground services (water, sanitary sewer, hydro, cable and similar utilities).

5. At the time of subdivision or development, the District will ensure that the road and lot layout are designed to safeguard environmental values, remediate existing ground pollution and accommodate the potential for municipal trails.

6. Landscaping and screening of existing native and complementary vegetation will be maintained on any borders of the area such as roads – especially Millstream Road – or property and adjacent uses to prevent visual and noise intrusion of commercial and industrial uses. A larger width of landscaping may be required adjacent to residential uses.

7. Alternative uses that are more consistent with the character of the Highlands will be considered to replace the nonconforming industrial use in the East Highlands.

8. In cooperation with the District and BC Transit, if appropriate, consideration may be given to the replacement of parking stalls with the provision of transit passes.

2.7 Institutional Land Use

Most institutional facilities – Health, education, libraries, religious and major recreation – are available in neighbouring municipalities. Institutional uses in the Highlands include: public institutions (municipal hall, east and west fire halls), not for profit institutions, and utilities (radio tower and telecommunications sites).

Institutional Land Use – Objective

- To ensure there is sufficient land for institutional uses to meet the local needs of Highlanders.

Institutional Land Use – Policies

1. Lands that are utilized for institutional uses are identified on Map 2.1.
2. To maintain land in the ownership of the District for fire protection and administration.
3. To maintain land in private ownership for not-for-profit institutions and utilities.
4. To support the building of a community hall in an appropriate location.
5. Consider incorporating sustainable energy technologies on institutional lands.
6. A caretaker suite may be a permitted use in an institutional building.

2.8 Public Parks

Public parks are public lands used for natural area or heritage site protection or outdoor recreation and are managed by the Province, the Capital Regional District, or the District of Highlands. Uses may include limited recreation and community gardens. Many parks in the Highlands have significant ecological and trail values. (Refer to Chapter 4 for additional policies related to parks and trails.) Some parks are designed as playing fields and for other active outdoor recreational uses.

Public Parks - Objectives

- To ensure there are sufficient park lands and trails to meet the local needs of Highlanders.
- To protect and conserve sensitive and local ecosystems.
- To fulfill Highlands' role in the CRD as the "lungs of the region".

Public Parks - Policies

1. Lands and water that are in public ownership and dedicated as parkland are identified on Map 4.1.
2. New development should include neighbourhood parks to meet the social needs of local residents.
3. The primary use of these lands and waters is for conservation and outdoor recreation. Buildings that are ancillary and related to these uses are acceptable, provided they are sited to ensure that uses or other land alteration do not harm ecosystem function or eliminate the potential for public access and environmental protection.

2.9 Managed Forest

Forestry was a significant contributor to the economy of the Highlands for several decades. At present, there are two large areas that are being used for forestry and are designated "Managed Forest." "Managed Forest" is the land use designation term used in this plan and is also a property assessment class designated by BC Assessment Authority.

The Provincial Government has an interest in the forestry practices on private lands. Managed Forest owners engage in forest management activities that are consistent with provincial legislation.

Managed Forest Land Use - Objectives

- To maintain small scale forestry as an economic activity in the Highlands.
- To encourage sustainable forest management practices, including the use of non-timber forest resources (e.g. mushrooms, salal).

Managed Forest Land Use - Policies

1. Lands that are in private ownership and are used for managed forestry are identified on Map 2.1. While the intended primary uses of these lands are managed timber production and harvesting, the following uses are also acceptable:
    a. Forage production and grazing by livestock.
    b. Wilderness – oriented recreation.
    c. Conservation of ecosystems, and fish and wildlife habitat.
    d. Sustainable non-timber forest resource harvesting.
    e. Agriculture.
2. The District will seek to ensure long term protection of lands designated Managed Forest.

2.10 Bear Mountain Comprehensive Development

Bear Mountain Comprehensive Development designated lands are lands to be used for mixed development, including single family and multi-family residential units, a recreational golf course with associated hotel and resort units, and commercial development. The retention of open spaces and wildlife corridors, and the use of buffers, barriers or screens between the various uses within the Bear Mountain Comprehensive Development area are emphasized to encourage intact ecosystem units (such as forest and wetland areas).

Development of land under this designation is guided by zoning and a development agreement.

Bear Mountain Comprehensive Development Land Use – Policies

1. Those lands in the Bear Mountain Comprehensive Development identified as private open space, will be protected by covenants to the mutual satisfaction of the District and the landowners.

2. A separate schedule, known as the Bear Mountain Road Standards, will be developed and added to the District of Highlands Subdivision or Development of Land Bylaw, for design criteria for the Bear Mountain Comprehensive Development, which will require all services to be underground, employ maximum opportunity to return storm water to the forest floor, and utilize flat curbs wherever possible.

2.11 Amenity Areas

OCP policy 2.2.16 states: "Public amenities may be offered through rezoning to justify an increase in density. Such amenities must be beneficial to the wider community, as well as the proposed development, and may be offered in recognition of the increased value of land resulting from rezoning." Appendix A describes public amenities.

Amenity Areas – Objectives

- To provide appropriate amenities that offset negative impacts of developments.
- To further municipal policies as described in the OCP.
- To assist integrating any new development into the community.

Specific Amenity Areas

Amenity 1 – Community Centre/Hall: In keeping with the long term vision of the OCP and the *Sustainable Highlands* ICSP, Appendix A – Public Amenities, and to accomplish OCP community hall-related policies including 2.9.4, and 8.5.1, Amenity 1 has been specifically designated as a site for a mixture of residential and institutional uses. The institutional use is primarily for a community centre/hall. In order to achieve this community goal, the District may consider increasing the permitted residential density on a portion of Amenity 1 land in exchange for the donation of a portion of Amenity 1 land to use as a location for a community centre/hall.



Amenity 2 – East West Trail Connector: Following guidance from the District's Trails Master Plan and the CRD's Trails Master Plan, land within Amenity 2 has been specifically designated as an area in which to build a trail that realizes the visions in those plans. In order to achieve this mutual municipal and regional goal, the District may consider increasing the permitted residential density on a portion of Amenity 2 land in exchange for the donation of a portion of Amenity 2 land for use as trail intended to connect the east and west areas of the District and the CRD.

Amenity 3 – 1150 Bear Mountain Parkway

Land under this designation comprises one split-zoned property. Of the property's 22 hectares, the easterly 18 hectares is zoned Conservation 1. It has a three-party conservation covenant on it held jointly by the land owner, the District, and TLC –The Land Conservancy. The covenant shows the commitment that this section of the property is intended to remain a natural forested and riparian ecosystem community with proper functioning condition (PFC).

The four hectares on the west portion of the property has access via Bear Mountain Parkway in the City of Langford. This section of the property has been disturbed, is within the Highlands Servicing Area, and is appropriate for development. While commercial uses are preferred in order

to diversify the District's tax base, residential uses are also appropriate. Due to the property's unique yet isolated location and characteristics from the rest of the Highlands, any development or increase in density of this 4-hectare area needs to demonstrate to Council's satisfaction how it would integrate the development into the community, how it would offset any negative impact(s), and how the proposal furthers other municipal OCP policies. Sewer service would be provided through the establishment of a local area service and an intermunicipal agreement.

2.12 Special Plan Areas

The Special Plan Areas land use objectives and policies are set out in section 3.4.2 SPA – Special Plan Area in Appendix C – South Highlands Local Area Plan.

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Chapter 3 – Environment and Resources

The Coastal Douglas Fir biogeoclimatic zone dominates Highlands' landscape. This is one of the smallest biogeoclimatic zones in BC, occurring only in southeastern Vancouver Island, the Gulf Islands and portions of the coastal mainland. It is a region of high biodiversity. About 100 species of trees, shrubs, vines, herbs and mosses are indigenous to these forests. Logging, agriculture, housing and recreational uses have brought considerable change to the Coastal Douglas Fir zone by interrupting pre-existing processes (such as periodic wildfires), affecting ground water re-charge, and introducing non-native species.

There are three principal watersheds within the Highlands – Pease, Craigflower and Millstream. The Pease watershed occurs in the north Highlands and Juan de Fuca Electoral Area. The Craigflower watershed extends from Mount Work south to Portage Inlet in the town of View Royal. The Millstream watershed extends from the Gowlland Range south to Esquimalt Harbour in View Royal.

The Federal/Provincial Sensitive Ecosystem Inventory (SEI) has mapped sensitive ecosystems on east Vancouver Island at a 1:20,000 scale; areas of 0.5 ha or larger are included. This inventory was used as one basis for the CRD's 1997 Regional Green/Blue Spaces Strategy. The SEI maps eight sensitive ecosystems types on Vancouver Island:

1. Older forests (coniferous, average tree age > 100 years)
2. Older second growth forests (coniferous, average tree age between 60 and 100 years)
3. Woodlands (deciduous and mixed)
4. Terrestrial herbaceous (rocky outcrops and natural meadows)
5. Coastal bluffs (coastal cliffs and bluffs)
6. Sparsely vegetated (dunes, spits, inland cliffs)
7. Wetlands (swamps, fens, marshes)
8. Riparian (streamside vegetation)

The emphasis of this chapter is to define the appropriate sustainable activities that are compatible with the rural character of the Highlands. Protection, conservation and restoration of natural areas are a priority, and opportunities need to be found for physical and ecological connections to help ensure ecological health.

3.1 General Environment and Resources

There are many natural areas within the Highlands that merit protection from development and human activity in order to sustain native plants and animals and their habitats, and to maintain the overall green and treed quality of the community.

Large areas of the Highlands are protected from development through provincial, regional and municipal parks. Conservation easements are increasingly playing a role in the protection of the natural landscape. Approximately 38% of the Highlands is publicly owned and designated as park. Both public and private landowners need to be knowledgeable of the ecosystems and serve as stewards. This OCP, however, and its associated land use regulatory tools (Development Permitting process; Development Approval Information process) have a role to play in protecting sensitive ecosystems and biodiversity of the Highlands.

General Environment and Resources – Objectives

- To protect the environment and our resources, especially potable water sources (ground and surface).
- To be environmentally responsible in our decisions and actions.
- To consider the effects of climate change and to work toward a strategy to contribute, to the fullest extent possible, to the reduction of greenhouse gas emissions.

- To use provisions of federal and provincial legislation and regulations, including best management practices, to protect environmentally sensitive areas and biologically diverse ecosystems.
- To enhance environmental awareness and promote activities that protect and restore the natural environment.
- To protect healthy ecosystems and restore damaged ecosystems.
- To acquire appropriate environmental information, especially when development is proposed.
- To continue to update Maps 11.1 and 11.2 to more accurately reflect actual circumstances.
- To encourage residents to avoid unnecessary and unpleasant noise.
- To ensure personal safety and protect property from wildfires.

General Environment and Resources – Policies

1. The District will use its authority through the Local Government Act to protect Highlands' natural landscapes and ecosystems. This may be accomplished in a number of ways including:
    1. Land acquisition
    2. Conservation covenants with willing landowners
    3. Negotiation at the time of subdivision
    4. Negotiation at the time of rezoning
    5. Development Permits in Development Permit Areas
    6. Other regulatory bylaws such as the Tree Management Bylaw
2. The District will provide environmental information to residents and businesses and will encourage the involvement of non-government environmental organizations in this activity.
3. Residents and landowners are encouraged to participate in land stewardship by taking responsibility for the well-being of the natural environment and making an effort to restore and protect that well-being.
4. The District will develop an integrated pest management plan, including minimal use of chemical pesticides and fertilizers, for public lands. This should include education for private land owners.
5. Should any application for changes to land within Highlands fall within the parameters of the BC Riparian Areas Regulation (RAR), an applicant will be required to furnish, at their expense, an Assessment Report certified by a Qualified Professional as defined by and meeting the intent of the RAR. All applications falling under the RAR will still be subject to Council review.
6. The District may seek to establish a database, correlated to maps, that provides information on watercourse widths with the goal of establishing buffers based on Highlands' regulations and provincial regulations.
7. The District will support the removal of invasive species throughout the Highlands.
8. The District will support conservation efforts.
9. The District should develop a community water and energy conservation program in partnership with local stewardship agencies.
10. The District will work with government agencies and non-government organizations and professional biologists to review, refine and update the environmentally sensitive areas shown on Maps 11.1 and 11.2.
11. The District will use its regulatory authority to establish and enforce noise matters.

12. The District will discourage the erection of power transmission and communications towers on hilltops.
13. The District will study ways and means to protect life and property from wildfires. This study will also examine planning for recovery in the event of a wildfire.

3.2 Natural Hazard Conditions

Natural hazard areas are lands that are susceptible to wildfire, flooding, erosion, land slip, rockfall or that pose a threat to surrounding lands should their natural conditions be altered.

Many of the undisturbed lands in the Highlands are on steep slopes and hillsides. These lands present special challenges for potential development in terms of erosion problems, stormwater drainage, groundwater management, and other environmental and visual impacts. Typically, land development on steep slopes is disruptive and retaining vegetation is challenging.

Natural Hazard Conditions - Objectives

- To protect human life and property from natural and human-made hazards.
- To ensure that human activities do not contribute to flooding, increased water run-off, soil erosion, or slope instability.
- To protect steep slopes from inappropriate disturbance or development.

Natural Hazard Conditions - Policies

1. Hazardous lands include slopes over 30%, areas of erodible soils or unstable slopes, and floodplains as generally shown on Map 11.1.
2. The District discourages filling and development in floodplains due to the cumulative impact of these activities on their capacity to withstand flood events.
3. Lands subject to flooding should be left in their natural state, dedicated as parks or used for agriculture, providing best management practices are used.

Steep Slopes - Policies

1. Steep slopes include land generally exceeding 30% in slope. Steep slopes are designated as a Development Permit Area (Refer to Chapter 11). The requirement for a Development Permit on steep slopes will help protect the impacts of development and human activity. Generally, this will include:
    a. Minimizing disturbance of vegetation and movement of soil or rock.
    b. Using lot configurations and building designs that incorporate the topography rather than relying on creating large, flat lots.
    c. Using building heights and roof forms that minimize visual impact.
    d. Retaining special natural features such as rock outcroppings, significant trees and plant communities, watercourses and ridge lines.
    e. Incorporating controls on erosion during the construction phase, and measures to mitigate erosion on the finished development.
    f. Balancing the desire for views with the need to maintain vegetation.
    g. Vegetating and landscaping with native plant material or other suitable plants that will stabilize slopes but not place native species and ecosystems at risk.

3.3 Environmentally Sensitive Areas

Environmentally Sensitive Areas (ESAs) are shown on Maps 11.1 and 11.2. These are based on research by the Provincial Government and supplemented by professional biologists based on detailed knowledge of local conditions. As more detailed information on ESAs is generated, the boundaries shown on the maps may be revised.

Environmentally sensitive areas provide productive fish or wildlife habitat; contain rare or depleted ecosystems and landforms; and represent sites of natural diversity that are in danger of disappearing. They include:

- Lakes, watercourses, or wetlands, (seasonal or year-round) and their associated aquatic habitats.
- Riparian areas (land and vegetation within 30 m of a lake, watercourse or wetland).
- Essential habitat areas containing rare, threatened, endangered or otherwise significant plant or animal species.
- An area of exceptional aesthetic value to the community.

Environmentally sensitive areas are susceptible to disturbance by human activity and the impacts of development. Responsibilities for managing these areas are shared among landowners and governments. Subject to relevant regulations, land owners determine the kinds of activities conducted on a property and the degree of environmental stewardship exercised. The Province of British Columbia has authority over use, allocation, and management of surface water and wildlife. The Provincial and Federal Governments share jurisdiction over fisheries. The District of Highlands has authority to regulate land use, development, storm drainage, tree cutting, and placement or removal of soil. Commitment, cooperation, and coordination among these parties are needed to protect the character and ecological function of ESAs.

Environmentally Sensitive Areas - Objectives

- To identify and protect sensitive plant, wildlife and fish habitats, as well as lands that include distinctive geologic features as environmentally sensitive areas (ESAs).
- To ensure that land uses and activities are compatible with the ecosystem functions and other important environmental characteristics of the land and water.
- To avoid the disturbance of ESAs; where disturbance is necessary, mitigations should be identified and carried out.
- To encourage public awareness of the ecological importance of ESAs.

Environmentally Sensitive Areas - Policies

Sensitive Vegetation

Sensitive vegetation areas have been identified by the Sensitive Ecosystem Inventory (prepared by the Provincial and Federal Governments) and are generally shown on Map 9.2. These are remaining native vegetation communities meeting specific size and conservation criteria. Sensitive vegetation areas will be protected from the impacts of development or other human activity by the following policies.

1. The preservation of native plant communities and intact stands of trees is encouraged.
2. Sensitive vegetation areas will be designated as Development Permit Areas (Refer to Chapter 11).
3. The District will identify significant trees, wildlife trees, and treed areas. Protection of these trees and treed areas will be considered through the adoption and enforcement of a Tree Protection Bylaw and, where applicable, through a Development Permit designation.

Water Features and Riparian Areas

1. Water features include lakes, watercourses, and wetlands, whether seasonal or year-round. The location of most water features and their riparian areas are generally shown on Map 3; however, all such features and areas in the Highlands will be protected from the impacts of development or other human activity by:
    a. Preventing the removal of gravel, sand, soil or peat from the water features and ensuring that there is no modification of channels, banks, or shores that could cause environmental harm.
    b. Protecting native vegetation cover near stream banks or lake shores.
    c. Prohibiting draining, dredging, infilling, piping or dumping of materials in water features.
    d. Discouraging alteration or removal of natural wetland vegetation.
    e. Prohibiting the construction of habitable buildings or septic tank fields within at least 30 metres horizontal distance from the high water mark of water features or within 15 metres of any flood hazard area.
    f. Preventing pollutants, including pesticides and fertilizers, from entering water features by requiring the control of surface water drainage.
    g. Requiring all new developments or modifications of existing developments to cause no increase in peak surface water runoff compared to existing conditions of the site.
    h. Requiring new developments or modifications of existing developments to provide for on-site retention and infiltration of surface water runoff from the development as needed.
    i. Requiring control of the quality and quantity of surface water runoff or liquid waste from a development or activity in a way that protects water features or groundwater.
    j. Prohibiting motorized craft on lakes.
    k. Designating, and regulating through Development Permits, a buffer zone within which uses and activities will be limited to protect the water feature.
    l. Ensuring that all new developments or modifications of existing developments create no net loss of fish habitat during the development process.
    m. Ensuring that watercourses will be left open and natural to protect habitat.
    n. Retaining, enhancing or restoring native vegetation coverage to protect habitat, reduce water use, and reduce use of pesticides and fertilizers within Highlands.
2. Notwithstanding "Environmentally Sensitive Areas: Policies - Water Features and Riparian Areas" (section 3.3(1a-n)), exceptions may be made by relevant agencies, where appropriate to create water ponds for firefighting purposes, where emergency vehicle access and pond construction minimize environmental impacts and modification of natural water flows.
3. Notwithstanding "Environmentally Sensitive Areas: Policies - Water Features and Riparian Areas" (section 3.3(1a-n)), the development of a Golf Course and road and infrastructure network will permit (subject to necessary permits from Federal, Provincial and Municipal Governments) construction of such improvements up to and through water and riparian areas, providing there is no "Net Loss" of water and riparian areas within the proposed development. The policy applies only to the Bear Mountain Comprehensive Development Zone.
4. The District will work with appropriate agencies and adjacent municipalities in order to implement the recommendations of the Craigflower and Millstream Watershed Management Plans.

Marine Waters and Shorelands

1. The District will protect the ecosystem along Finlayson Arm, including foreshore and backshore areas. Where these lands and waters are in a provincial park, the District will work cooperatively with the provincial agency that is responsible.

3.4 Biodiversity

Discussion during the planning process reaffirmed recognition of the importance and need to sustain biodiversity. Wetlands received particular attention as they are productive ecosystems that support a large number of species.

Biodiversity - Objectives

- To maintain sufficient lands and waters in their natural state in order to sustain the rich biodiversity of the Highlands
- To preserve aquatic habitat and the basic ecological functions of watersheds so they can continue to support biodiversity.
- To maintain and restore connectivity between natural areas where possible.

Biodiversity – Policies

1. The District may establish a plan to conduct a detailed bio-inventory and water course inventory of the Highlands. These efforts may be used to help direct priorities for park acquisition, preferably at the regional, provincial or federal levels, and to guide development applications when applying the Riparian Areas Regulation.

3.5 Watershed and Groundwater Management

Please also refer to section 2.1, which lists all OCP sections that discuss and provide policy direction regarding water, and section 7.2, which discusses Water Supply and Well Protection.

Highlands is home to the headwaters of more than one watershed. This means significant responsibility for the District for maintaining downstream watershed and groundwater health.

Watershed and Groundwater Management – Objectives

- To protect, sustain, and enhance aquatic habitat, acknowledging that all water sources are inherently linked.
- To manage water flows in order to optimize groundwater recharge and summer flows, and to minimize flood damage while maintaining the natural integrity of watercourses.
- To protect surface and groundwater from human impacts.
- To protect and restore native flora and fauna throughout the watershed, wherever feasible.

Watershed and Groundwater Management – Policies

In addition to those policies for Environmentally Sensitive Areas – Water and Riparian Areas and those found in Section 7.2:

1. The District will seek, in cooperation with stewardship organizations and other partners, to educate landowners, residents, community groups and businesses about watershed stewardship.

3.6 Invasive Species

The natural environment contributes to the character of the District of Highlands and is highly valued by its residents. The threat of invasive species and their potentially adverse effects therefore poses a significant risk to these values. Potential adverse effects include negatively impacting natural species biodiversity, property values, recreation opportunities, agriculture, and human health, as well as increasing fire hazard. The District recognizes the importance of controlling invasive species within its jurisdiction. Appendix B outlines a more detailed policy for Invasive Species. Disturbed, non-vegetated sites are especially vulnerable to invasive species.

Invasive Species – Objectives

- To prevent the introduction and spread of new invasive species.
- To encourage and enable the removal of invasive species on public and private lands.
- To promote the use of native plant species.

Invasive Species – Policies

The District will reduce the adverse effects of invasive species by the following approach to invasive plant species:

1. Implement and encourage use of Best Practices for preventing the introduction of invasive species.
2. Support the removal and control of invasive species on District-owned lands and encourage appropriate government agencies and utility companies to remove invasive species from other public and private lands. Early Detection and Rapid Response (EDRR) efforts will be encouraged.
3. Require training for staff and contractors for identification and removal of invasive species using Best Management Practices.
4. Support a public education program.
5. Encourage the revegetation of disturbed areas with the use of locally sourced, non-invasive, and native plants.

3.7 Air Quality

The air quality in the Highlands is generally very high. This is due to an abundance of publicly and privately-owned natural areas, and the lack of major industry and heavily traveled roads.

Air Quality – Objective

- To maintain a high standard of air quality.

Air Quality – Policies

1. The District will discourage new commercial and industrial development and activities that have an appreciable negative impact on the air quality in the Highlands.
2. The District will regulate outdoor burning to maintain high air quality levels.
3. The open burning of land clearing debris is not desirable.

3.8 Outdoor Lighting

The natural night sky environment is an important feature of the Highlands. While some outdoor lighting is needed for safety and security, poorly designed or improperly aimed lights wash out the stars, reduce privacy, are environmentally harmful, and waste energy.

Light Sources – Objective

- To preserve the natural night sky environment.

Light Sources – Policies

1. Where external lighting is required, the District encourages use of
    a. "Full-Cut Off" fixtures that are properly mounted to prevent light trespass to adjoining properties and into areas that are environmentally sensitive,
    b. Luminaires that have minimal emission in the blue part of the spectrum,
    c. Luminaires that are no brighter than needed,
    d. The least number of external fixtures possible, and
    e. Motion sensors or timers.
2. The District encourages the use of reflectors in place of lights, where appropriate

3.9 Soil and Water Pollution

Soil and water quality within the District is generally high with the exception of lands where previous industrial activities or liquid waste disposal activities have resulted in contamination of soil and groundwater. The contamination of groundwater from septic systems is possible if not managed properly. It is important that residents and all decision-makers are aware of the delicate balance between wells and septic systems.

Soil and Water Pollution – Objectives

- To prevent pollution of soil and water at its source.
- To identify, clean up, and restore contaminated sites.

Soil and Water Pollution – Policies

1. The District will not issue a Development Permit for activities that result in air, water, or noise pollution or contamination of soils.
2. The District will not re-issue a license to a business that is actively engaged in contamination of soil or water.
3. At the time of redevelopment of contaminated areas, the applicant will comply with the Government of British Columbia pollution control regulations in order to ensure that these areas are remediated to a level that minimizes risk to humans and wild species.
4. The District will request that appropriate government agencies remediate contaminated public lands in the Highlands.

3.10 Treed Character

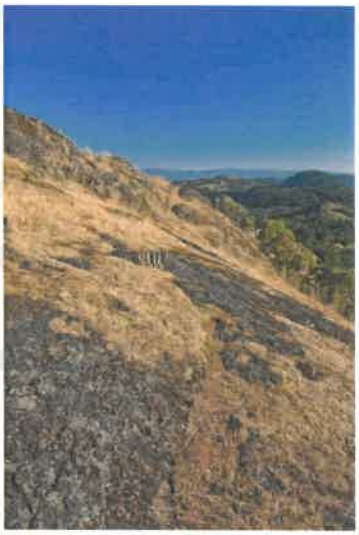
Highlands' steep and forested hillsides are an essential component of the community's rural and natural character. Throughout the planning process, residents reinforced their concerns that the plan addresses the significance of retaining the treed character of the Highlands.

Treed Character – Objectives

- To maintain the treed character of the Highlands.
- To promote planting of native trees on public and private lands.
- To protect the natural treed character of hillsides, thereby preserving and enhancing their visual and natural quality.

Treed Character – Policies

1. The District, without infringing on the safety of Highlands' residents, will discourage tree cutting or removal of natural vegetation. Selective limbing is encouraged over tree removal.
2. Removal of trees purely for view enhancement is discouraged.
3. Large scale clearing of land is discouraged, except for agricultural and forestry purposes.
4. Logging of trees or clearing of land that is not for agricultural purposes should be conducted only when no reasonable alternative exists. Where logging and clearing of land takes place, the following should be taken into account:
   a. Avoiding erosion and sedimentation.
   b. Protecting habitat and rare, threatened, or endangered plant and animal species.
   c. Retaining natural vegetation near lakes, streams, and riparian areas.
   d. Encouraging the re-establishment of trees and a healthy forest ecosystem.
   e. Avoiding clear-cutting large areas.
   f. Maintaining the ecological productivity of the land and its ability to support native vegetation.
5. The District will use and enforce its Tree Management Bylaw to protect significant trees, heritage trees, wildlife trees, and treed areas.
6. The use of native tree species will be encouraged in landscaping on public and private lands.



3.11 Erosion Control and Remediation

Much of the upland area of the Highlands has thin soil over bedrock. These areas are subject to soil erosion, particularly at the time of development and construction. Soil that is eroded may be washed or blown into nearby watercourses and neighbouring properties. And, after development, the area's ability to absorb and retain surface runoff may be reduced, increasing the erosion potential both on-site and downstream, and increasing peak flows.

Erosion Control and Remediation – Objectives

- To control erosion during the development process.
- To restore eroded areas to their natural condition.

Erosion Control and Remediation – Policies

1. The District will develop standards and procedures to address potential erosion control during and after construction. The District will be guided by best management practices in the preparation of these standards and procedures.
2. The District will require land owners to prepare erosion and silt control plans as part of a condition of subdivision, Development Permit or building permit, as well as permits issued under the Soil Removal and Soil Deposit Regulation Bylaws and Tree Management Bylaw.

Chapter 4 – Parks and Trails

Highlands has an abundance of outdoor recreational opportunities, with a number of dedicated parks, and a network of public trails, including roadside trails. Hiking, horseback riding, biking and nature appreciation are all popular activities. While there are many lakes throughout the Highlands, there are few public accesses to swimming areas. Twinflower Park, next to the West Fire Hall, offers a variety of recreational facilities. Recreation and leisure activities should have little impact on the Highlands' native ecosystems. Ongoing environmental education could encourage stewardship of ecosystems, and include heritage values, green building facilities, forest management and food production.

Highlands contributes financially and through leadership to the operation of the Juan de Fuca Recreation Commission. These facilities provide recreation opportunities for residents of the Westshore Communities and for all residents of the Capital Region for some specialized facilities. Highlands residents enjoy these out-of-District facilities. Efforts to establish recreation facilities within easy access of residents, especially Highlands youth, are encouraged.



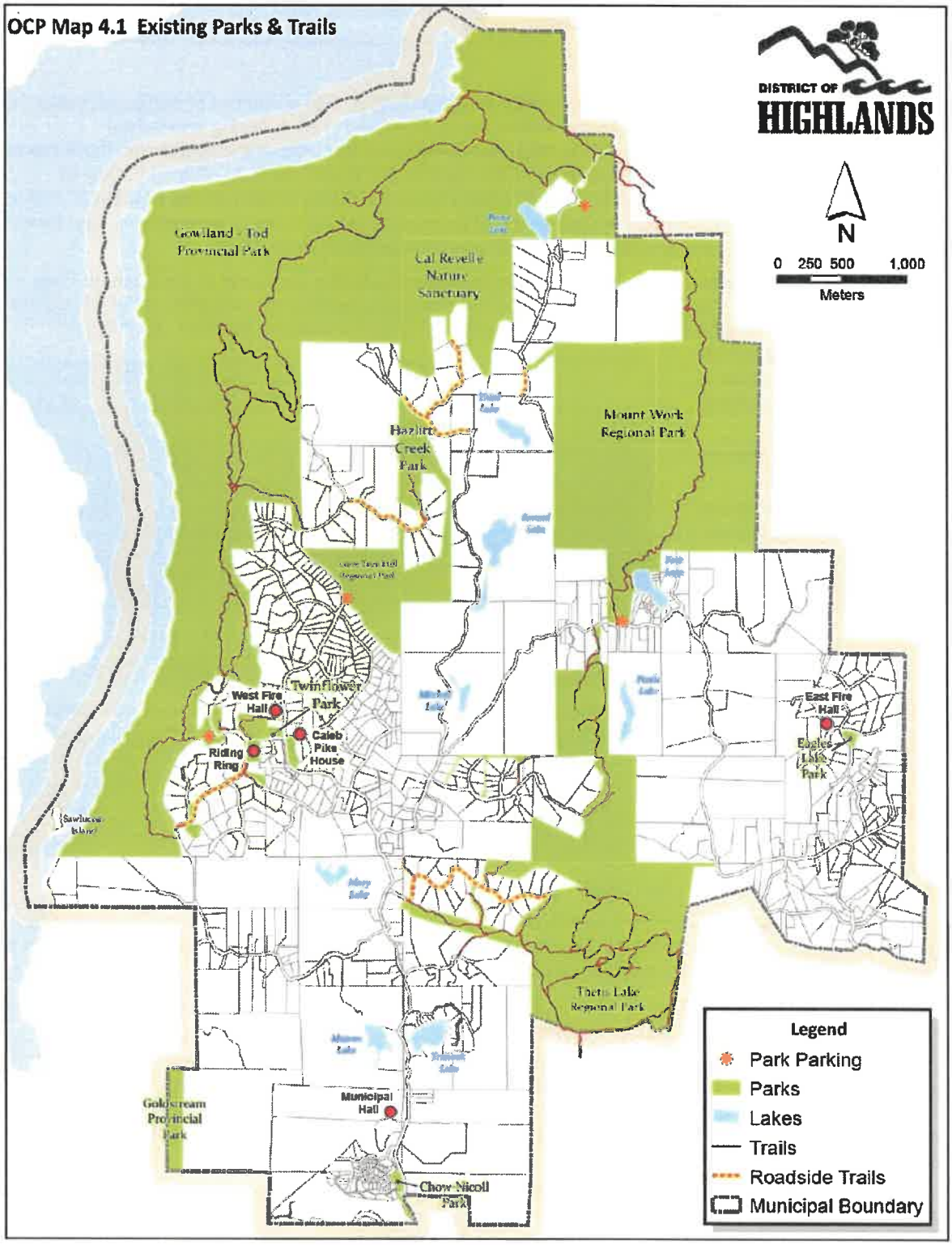
The BC Government and the Capital Region own and manage large parks within the Highlands. These parks are enjoyed by Highlanders and thousands of visitors each year. They play a significant role in attracting people from outside the region, and they generate income and employment throughout the region. In 1993, approximately 10% of the Highlands land base was natural park. In 2012, parks represented approximately 38% (just under 1,450 hectares) of the District's land base.

Gowlland Tod Provincial Park occupies 716 hectares. It is a park that is managed primarily for conservation goals, and secondarily for recreational opportunities. Management focuses on protection of natural ecosystems, biodiversity, and archaeological and cultural values.

Regional parks accounted for over 1,303 hectares in 2012. Thetis Lake, Mount Work and Lone Tree Hill Regional Parks are well used by hikers.

The Highlands Parks and Recreation Master Plan was adopted by Council in 2001. It is a strategic document that reflects the then-current needs and desires of Highlands' residents. A Trails Master Plan was completed in 2002 and revised in 2010 with details regarding roadside trails. These master plans should be updated on a regular basis. Both plans form an integral link with this OCP, and should be consulted in conjunction with it.

In addition to publicly owned parks, there are natural areas and wildlife corridors that are privately owned. Some of these areas are sensitive and rarely traversed or disturbed. Privately owned natural areas help protect ecosystems, maintain viewscapes, and reinforce the rural ambience of the community.


OCP Map 4.1 Existing Parks & Trails
DISTRICT OF HIGHLANDS
N
0 250 500 1,000
Meters
Cal Revelle Nature Sanctuary
Mount Work Regional Park
Twinflower Park
West Fire Hall
Riding Ring
Caleb Pike House
East Fire Hall
Municipal Hall
Chow Nicoll Park
Legend
Park Parking
Parks
Lakes
Trails
Roadside Trails
Municipal Boundary

4.1 Parks and Trails Objectives

- To continue to place a high priority on the conservation of the natural ecosystems of the Highlands through parks and other conservation mechanisms.
- To ensure that the parks systems in the Highlands (provincial, regional and municipal) includes a variety of ecosystems and recreational opportunities.
- To integrate park and trail initiatives in the District with regional and provincial park and trail initiatives.
- To continue and enhance Highlands' role of providing opportunities for nature study and appreciation as well as outdoor recreation for residents and visitors in the Capital Region.
- To provide for a basic level of recreational opportunities beyond those based on the natural environment, particularly those addressing the needs of young people in the municipality.
- To develop and maintain a trail network that links important nodes and neighbourhoods in the community, and links Highlands to neighbouring municipalities. This should be done in consultation with the community.
- To minimize the impact of a trail network on wildlife, riparian and other sensitive ecosystem areas, and reduce trespassing on private property.
- To acquire land desirable for District parks in order to meet present and future needs of Highland residents.
- To maintain District parks and trails in a manner suited to their intended use.
- To enhance neighbourhood identity and self-sufficiency through the creation of playfields, trails, tot lots, and neighbourhood parks.
- To cooperate with the Capital Region, the BC Government and other parties to protect ecological features and ecosystem functions.
- To encourage best practices stewardship of publicly and privately owned lands and trails.
- To protect natural ecosystems from the impacts of development or other human activity through stewardship, conservation and restoration activities.

4.2 General Parks and Trails Policy

1. Decisions regarding parks, trails and recreation should be guided, along with other relevant information, by the Highlands Parks and Recreation Master Plan and the 2010 Trails Master Plan. The CRD Parks Master Plan and BC Parks should also be consulted, as well as affected landowners.

4.3 District Parks Policies

District Parks and Trails are shown on Map 4.1.

1. The District may acquire additional park land in areas where Council considers it desirable and beneficial. The public will be consulted regarding proposed new parks.
2. The District will develop an overall plan for Highlands park acquisition, development and maintenance, including a budget and statement of priorities. The biophysical inventory referred to in Section 3.4 should be used to help set priorities.
3. Park and recreation facility designs and operational standards will be environmentally sound and consistent with the rural character of the Highlands. Disturbance of the natural landscape will be minimized in lands designated for parks.
4. The District will prepare a park management plan for each park. Some portions of District parks should be designed for people with disabilities.

5. Activities that could damage soil or plants will be limited in areas to be designated by the District or other park management agencies, and will be restricted in wildflower communities and other sensitive vegetation areas.
6. A consistent identity will be created for Highlands' parks through signs and public information.
7. District Parks are not currently designed for overnight camping, however this could be re-examined.

4.4 Recreational/Multi-Use Trails Policies

1. The District of Highlands will create a network of recreational trails that will be publicly accessible for designated non-motorized modes of travel. The public will be consulted regarding proposed new trails.
2. At the time of subdivision or rezoning, where appropriate, the District may acquire, or use other means of protecting land for recreational trails, in order to provide public access to recreational areas, and other destinations.
3. The District will develop an overall plan for Highlands trail acquisition, development and maintenance, including a budget and a statement of priorities.
4. Where appropriate, CRD and District trails may be used as emergency access routes and park agencies are encouraged to incorporate these into their park management programs.
5. A consistent trail system identity will be created through trail signs, maps, brochures, and other public information.
6. Trails will be located, built, and maintained in ways that require only basic levels of landscape disturbance and that preserve the natural character of an area while ensuring longevity of trails and minimizing the need for ongoing maintenance.
7. The District will organize a community-based maintenance and stewardship program (e.g., trail section sponsorship) as a means of minimizing the municipal resources necessary to maintain the trail system.
8. Motorized vehicles will be prohibited from recreational trails, except for emergency or maintenance purposes.

4.5 Lake Access Policy

1. In general, the District should not seek public access to private lakes.



4.6 Provincial and Regional Parks and Trails Policies

1. All new developments adjacent to provincial and regional parks will provide: a naturally vegetated buffer between the development and the park; signs delineating park boundaries; and fencing where appropriate to prevent trespass for all parties concerned.
2. Proposed or potential parks and trails over private lands should not be identified on public maps produced by provincial, regional and municipal authorities.
3. Trespass on private property and unauthorized access into provincial and regional parks should not occur. The District could work with park agencies to display appropriate signage.
4. The District will cooperate with provincial and regional parks agencies and with adjacent municipalities to develop compatible standards for the management of parks and trails.
5. The District may participate in the creation of regional trails through:
    a. Coordination of the acquisition of regional trail corridors through Highlands development approval processes.
    b. The creation and management of local trail connections to regional trails at appropriate locations.

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Chapter 5 – Energy, Greenhouse Gases and Climate Change Adaptation

5.1 Sustainable Energy and Greenhouse Gas Emissions

Since the start of the industrial era, burning of fossil fuels has greatly increased the concentration of carbon dioxide in the atmosphere. It continues to do so at a rapid rate. Driven by increasing global temperatures and associated effects on weather and water balance, the future environmental, social and economic consequences of GHG emissions are likely to be widespread and serious. Predicted impacts include sea-level rise, and more frequent and extreme weather events that will severely affect food production, transportation and infrastructure.

Some adverse effects are almost certainly already locked in by ongoing impacts of past and present emissions. However, many of the future consequences will almost certainly be much more severe unless current GHG emissions are rapidly and steeply reduced. The task for the Highlands is therefore two-fold: to do our part to radically reduce global GHG emissions (mitigation) and to build a local community better able to cope with what the future will bring (adaptation).

The reduction targets in this chapter only include "operation" emissions, and not "consumption" emissions (for example, consumer/material goods). It is estimated that operations account for only 50% of our total Highlands greenhouse gas emissions, and yet these are the only emissions counted in our targets.

Since a large portion of the Highlands is permanently protected in forested park areas and protected private forested lands, the Highalnds contributes signficiantly to the rest of the Capital Region in terms of sequestering carbon in forest lands, thereby mitigating the impacts of human-caused greenhouse gas emissions.

5.1.1 Overall Objectives

- To foster the level of knowledge within the community needed to understand energy systems, the principles of conservation, the importance of renewable energy and how to make lifestyle choices that positively affect the local and global environment.
- To substantially reduce GHG emissions by reducing consumption of material goods (manufacture, packaging, and transportation of consumer goods).
- To substantially reduce GHG emissions through improved solid waste management practices.
- To substantially reduce GHG emissions from buildings and solid waste through energy efficiency and conservation, and by shifting to less carbon intensive energy systems.
- To substantially reduce GHG emissions from mobile/transportation sources through energy efficiency, reducing energy use, and shifting to less carbon intensive energy sources.
- To consider the effect of climate change related impacts on the District of Highlands at the local scale in order to inform the planning of future infrastructure and adaptation measures.

5.1.2 General Policy Orientation

The policies in this chapter are intended to promote greenhouse gas (GHG) reduction, energy efficiency, renewable energy production, water conservation, waste reduction, and use or reuse of waste as a resource. Additional OCP policies that support this intention are under the topics of: land use (chapter 2), transportation (chapter 6), services and utilities (chapter 7), and economic diversification (chapter 9). Specific direction for action is included in Development Permit Area #6.

5.2 Sustainable Energy

5.2.1 Objectives

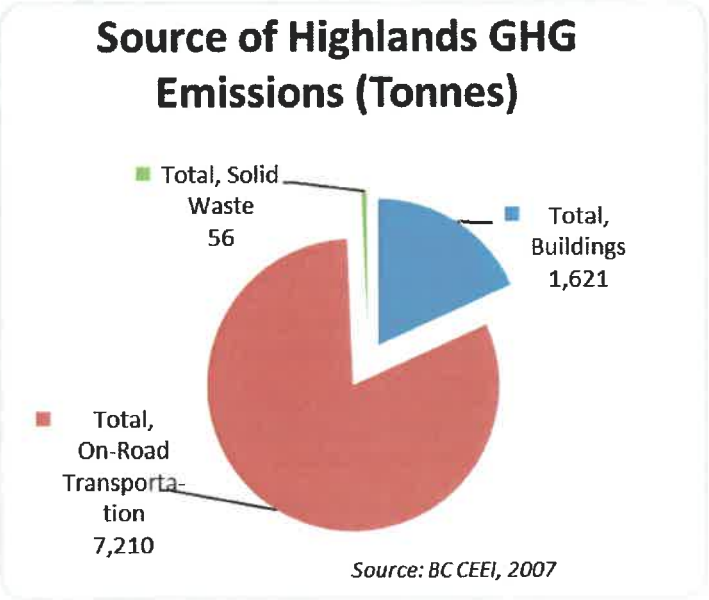
- Reduce overall energy consumption
- Increase the efficiency of energy use.
- Increase the proportion of sustainable energy sources used in the Highlands

5.2.2 Energy Policies

1. The District will work with community partners to promote awareness of, and share information about, energy efficiency and sustainable energy sources.
2. New building proposals should demonstrate energy efficiency above minimum Building Code requirements.
3. The District will develop policies to encourage new buildings to be designed to incorporate technologies, including passive solar design, that lead towards substantial reductions in energy, water and waste.
4. The District will explore all opportunities to incorporate low impact, sustainable energy.
5. Where appropriate, opportunities for District or community energy systems using low impact, sustainable energy sources will be explored.
6. The District will explore pilot projects that demonstrate the benefit of sustainable energy systems.
7. New or upgraded District facilities and other assets will consider ways to save energy and use low impact, renewable energy sources.

5.3 Greenhouse Gas Emission Reduction

The Local Government Act requires local governments to establish policies, targets and actions for GHG reduction. The six main GHGs directly resulting from human activity are: carbon dioxide (CO_2), methane (CH_4), nitrous oxide (N_2O), hydrofluorocarbons (HFCs), perfluorocarbons (PFCs), and sulfur hexafluoride (SF_6). For simplicity, the term for all greenhouse gases considered together is carbon dioxide equivalents, usually measured in tonnes (t CO_2e). Transportation is the source for the overwhelming majority of GHGs emitted in the Highlands.



5.3.1 Emission Reduction Targets

In 2010, Highlands set per capita, or tonnes per person GHG targets. These are different from the 'absolute' or total tonnes of GHG targets set by the Province. Per capita targets are useful for tracking changes in growing areas or translating the reductions into more personal terms; however, per capita targets may not acknowledge that total emissions need to drop as well. The recommended 2012 reduction strategy for

Highlands includes additional total emission reduction targets for 2030 in keeping with the ICSP timeline as well as a long-term sustainability target (2050 or 2060) of approximately 20% of total emissions (i.e. 80% reduction) compared with 2007. Setting an ultimate target will set clear direction for the community, and will help the community to make better decisions today.

The following table indicates the GHG emission reduction targets in comparison with the Province, previous OCP targets (2010 Amendment) and revised 2012 OCP targets.

Jurisdiction		Type	Reduction Targets % Emission Reduction over 2007 Emissions by Year...				
			...2012	...2016	...2020	...2030	...2050
Province of BC		Total	6%	18%	33%		80%
Highlands	*Previous OCP*	Per Capita			20%		60%
		Total			9%		40%
	Current OCP	**Per Capita**			**20%**	**35%**	**82%**
		Total			**9%**	**26%**	**80%**

5.3.2 Emission Reduction Policies

Stationary Emission Source Policies

1. Establish the entire municipality as a Development Permit Area (Chapter 11) for the purposes of promoting energy and water conservation as well as the reduction of GHG emissions.
2. Encourage increased uptake of building retrofit programs (provincial, federal and utility-based) that address energy efficiency, water conservation and renewable energy.
3. Explore and remove any barriers to higher building envelope insulation standards from local regulations and standards.
4. Create an incentive structure to encourage energy-efficient, low-carbon construction and development practices.
    a) Create and deploy incentives to facilitate upgrades of existing infrastructure and buildings that improve energy efficiency.
    b) Work to structure municipal fees and charges on development to encourage energy efficiency and lower environmental-impact development.
    c) Work to structure permitting practices that prioritize development that includes energy efficiency and lower environmental-impact development.
5. Create a 'Smart Zone.' The goal of such a zone would be buildings and sites with net zero consumption of energy, water and waste.
6. Support provincial building code building efficiency extensions and other tools that maximize the extent to which local building regulation can require or support renewable energy systems in local development and construction.
7. Support and encourage on-site, local and regional low-carbon energy production that includes a careful assessment of potential negative impacts on ecosystem function, air quality, community character and visual aesthetics.
8. Work with utility partners to conduct a feasibility study of potential current or future areas within the Highlands Servicing Area that are suitable for district energy systems. In those areas identified as suitable for district energy, consider the development of an energy utility and Development Permit guidelines to develop this resource.

Mobile Emission Sources Policies

9. Focus new development in the Regional Urban Containment and Servicing Policy Area.
10. Proposals for new development or significant redevelopment should be required to quantify future GHG emissions and energy consumption, and should incorporate measures to minimize and/or mitigate projected increases.
11. Investigate opportunities to improve live-work use designations within existing zones where this inclusion would not have adverse impacts on the Highlands rural character.
12. Encourage the development of locally based economies, jobs and workspaces in order to reduce the number of work-related commuting trips to other communities.
13. Investigate opportunities to create a multimodal transportation hub with connections to the region, that supports the use of the most efficient and renewable fuel transportation options.
14. Reduce regional transportation emissions by supporting appropriate opportunities for increasing local food production.
15. Work to integrate more efficient and low-impact renewable powered vehicle technologies for the community through increasing access to the infrastructure (e.g. electric charging station stations) and fuels to support them (e.g. electricity, biodiesel).
16. Encourage residents to utilize low or zero-emission vehicles as their principle vehicle.
17. Encourage residents to utilize low or zero-emissions land and yard maintenance devices.

5.3.3 Corporate Actions

1. Apply the principles of avoiding emissions, reducing emissions, replacing and offsetting emissions when considering GHG reductions in corporate operations.
2. Create a carpooling and park-n-ride strategy[4].
3. Implement the 2010 Master Trail Plan roadside trails and cycling lanes.
4. Task an advisory committee to provide annual recommendations to Council on strategies to reduce car use in Highlands.
5. Increase the efficiency of fleet vehicles and proportion of renewable energy used for the vehicles, taking into consideration all-season safety and fuel availability and cost.
6. Reduce emissions by using low impact, sustainable or renewable energy sources in new or upgraded District facilities and other assets.
7. Support community education and outreach programs that raise awareness of the benefits of reducing personal energy use and decreasing our collective GHG emissions.
8. Assemble and maintain community inventories (e.g. CEEI) on energy and emissions and reduction opportunities (e.g. LiveSmart BC) in a central location and through easily navigated links on the District web site.
9. Task an advisory committee of key community stakeholders and interested individuals to review emission reduction progress and to develop action planning for the future.

[4] *Sustainable Highlands* ICSP 2012 short-term actions

Chapter 6 – Transportation

The narrow, winding roads are an important part of the rural character and heritage of the Highlands. Pedestrian, cycling and equestrian trails are also important links within the community. Map 6.1 shows Highlands' road system.

A significant part of a more sustainable transportation system in the Highlands is increased transportation options to reduce car trips. Half the community's energy use is from residential vehicles, so an important challenge is to reduce this source of GHGs and collaborate on more efficient options. The ease and safety for pedestrian and cyclist transport must be increased while protecting the environment adjacent to roads and trails through best practices in design, construction and maintenance.

BC Transit provides handyDART service to residents in portions of Highlands. This service is critical for enabling seniors and persons with disabilities to access services and programs both within and outside the District. The one current "paratransit" service, established in 2003, is a morning and evening peak hour commuter route provided between Treanor Avenue at Millstream Road in Langford and Martlett Drive at Millstream Road. BC Transit's Transit Future Plan (2011) for the Capital Region includes the paratransit service and extending regular service to Hanington and Millstream Roads for direct connection to rapid transit.

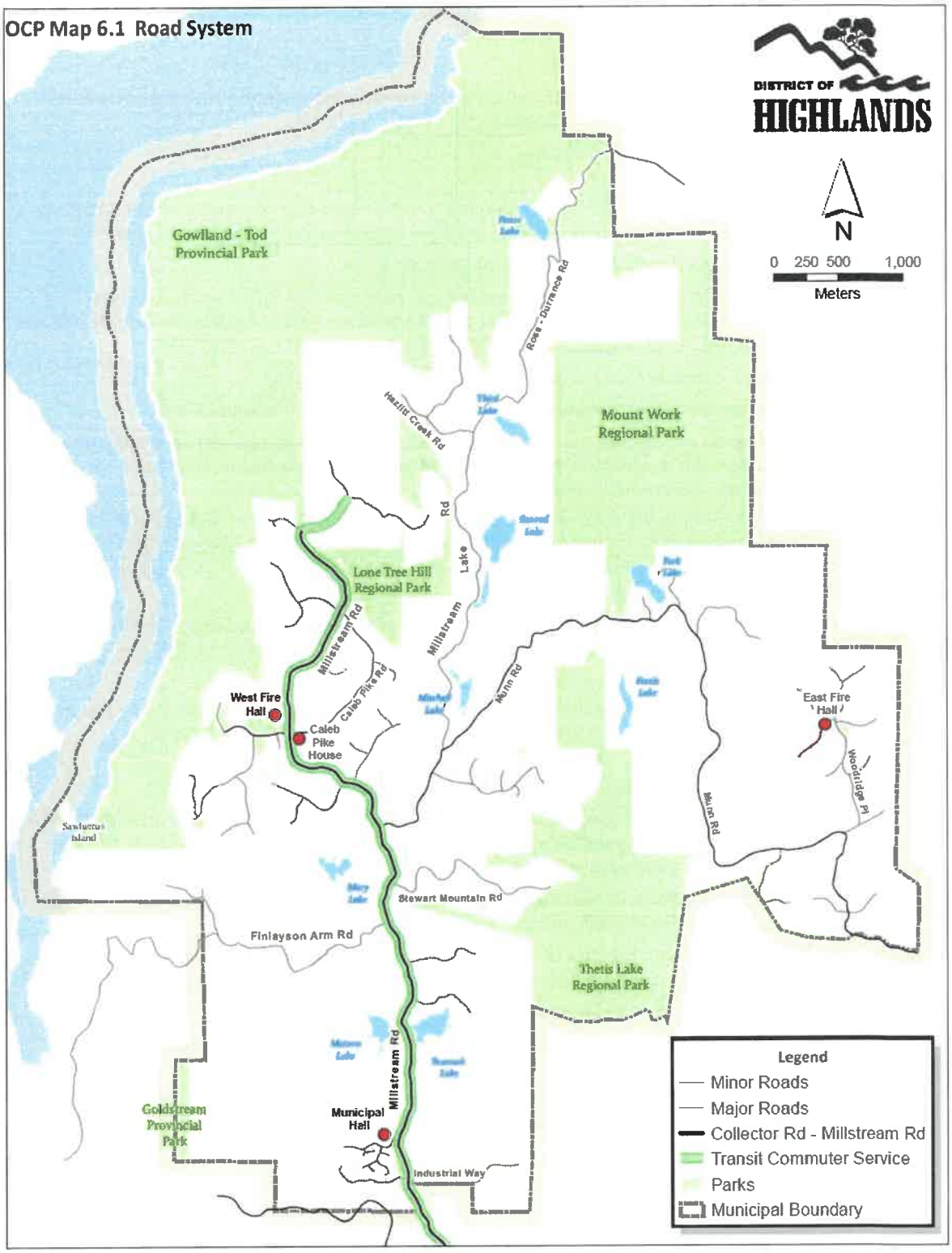
6.1 Transportation - General

General Objective

- To reduce the number and distance of vehicle trips.
- To provide energy efficient and accessible transportation alternatives.
- To increase the energy efficiency of existing transportation options.
- To create a network of trails to support non-motorized transportation.

General Policies

1. Encourage residents to shift from personal motor vehicles toward active modes of transportation, car sharing and transit through supportive land use, education and awareness.
2. Work with regional passenger carriers and provincial regulatory bodies to encourage greater frequency and more affordable choices for regional mass transportation.
3. Highlands will seek partnerships with neighbouring municipalities, the CRD, the province and private landowners to increase the connectivity of local transportation connections, particularly walking, cycling and transit networks.
4. The District will explore opportunities to support energy efficient transportation options, including cycling facilities, transit shelters, electric vehicle charging and hydrogen fuel stations.
5. The District will explore opportunities to support alternative transportation options that reduce car trips, including carsharing, vanpooling and programs to increase accessibility for those with mobility challenges.
6. Highlands will coordinate transport options such as transit with changing land uses, such as the location of additional housing as suggested in housing policy.


OCP Map 6.1 Road System
DISTRICT OF
HIGHLANDS
N
0 250 500 1,000
Meters
Gowlland - Tod Provincial Park
Mount Work Regional Park
Lone Tree Hill Regional Park
Thetis Lake Regional Park
Goldstream Provincial Park
Sawturtle Island
Ross - Durrance Rd
Hazlitt Creek Rd
Millstream Rd
Lake Rd
Millstream
Caleb Pike Rd
Munn Rd
Woodridge Pl
Stewart Mountain Rd
Finlayson Arm Rd
Industrial Way
West Fire Hall
Caleb Pike House
East Fire Hall
Municipal Hall
Legend
Minor Roads
Major Roads
Collector Rd - Millstream Rd
Transit Commuter Service
Parks
Municipal Boundary

6.2 Road System

Roads – Objective

- To provide a safe system of local and collector roads suitable for the volume of local and visitor traffic that reflects the rural character of the Highlands.

Roads – Policies

1. Roads and pathways should be constructed to minimize width of cleared areas and hard surfaces. Council may wish to consider an amendment to the Subdivision Bylaw.
2. Map 6.1 sets out the road system for the District.
   a. Collector roads provide service for average daily traffic of 2,000 to 10,000 trips. Millstream Road from the Langford boundary in the south to its intersection with Emma Dixon Road in the north is designated as a collector road.
   b. Collector roads are an appropriate road type for bike lanes.
   c. Local roads provide service for average daily traffic of 2,000 trips or less.
   d. Local roads will be built and maintained to rural standards, and all roads shall be built with long-term durability in mind consistent with safe and efficient movement of people, goods, and emergency vehicles.
   e. Each element in the road system will be designed, constructed, and maintained with consideration given to the function of the road, safety, volume of traffic, the nature of the terrain, and the land use through which the road passes, as well as to appropriate engineering and safety standards.
   f. Road safety, long term durability, environmental protection, and minimization of the area of land devoted to motor vehicles will guide decisions regarding road design, construction and maintenance.
   g. Local roads and parking lots for public and private facilities and major parks will be designed and located to discourage movement of external traffic through neighbourhoods.
   h. Local road standards will minimize paving and right-of way requirements.
   i. The amount of impervious surface should be minimized. In addition to level of service and vehicular safety, design standards for local roads will include impacts to rural residents and community character.
3. With regard to roadway design and construction, taking climate change adaptation into consideration, the District will ensure that:
   a. Only the minimum number of stream crossings necessary are constructed;
   b. Stream crossings are located in order to minimize disturbance of water feature banks, channels, shores, and vegetation cover;
   c. Bridges are used instead of culverts for crossings of fish-bearing streams, wherever possible;
   d. Where culverts are used, their size will be large enough to accommodate 1 in 100 year flood conditions, and will be designed to allow unrestricted movement of fish in both directions;
   e. Where appropriate, culverts are designed to maintain low flows and encourage instream storage of water;
   f. All works comply with provisions of the Water Act;
   g. The location of the stream crossing minimizes the length of the structure; and
   h. The channel be confined (as opposed to having flood channels).

4. Road safety will be improved by better signage and road painting, improved sight lines by cutting back vegetation at blind corners and use of traffic calming measures where required.
5. Plans for development should take into account the present and future traffic on adjoining roads and should incorporate provision for setbacks or screening of residential areas against the adverse impacts of traffic, particularly from collector roads.
6. If off-site road improvements are required to service a new development, such improvements should not impose financial costs on the District.

6.3 Roadside Trails

Roadside Trails – Objective

- To develop and maintain a network of roadside trails, as outlined in the 2010 Trails Master Plan, for a variety of non-motorized modes of travel that is consistent with the character and activities of the Highlands.

Roadside Trails – Policies

1. The District may acquire and develop appropriate roadside trails to promote safe, pleasant, efficient, non-motorized travel throughout the community. Priority for trail development and maintenance should be on permanent trails along main roads.
2. At the time of subdivision or rezoning, the District may acquire land for roadside trails.
3. Roadside trails will be designed and built to accommodate a range of means of non-motorized transportation, including bicycles, horses, and pedestrians, unless separation is needed for safety or environmental reasons.
4. Opportunities will be sought to create roadside trails where appropriate when road maintenance, upgrading, or development is being planned or undertaken.
5. A regular roadside trail maintenance program will be prepared and implemented and will be linked to the District's road maintenance program.
6. Where possible and where safety is not adversely affected, existing trees and other significant vegetation within roadside trail corridors will be retained in their natural state.
7. Motorized vehicles will be prohibited from roadside trails, except for emergency or maintenance purposes.

6.4 Parking

Parking – Objective

- To provide sufficient public and private parking in an environmentally responsible manner.

Parking – Policies

1. Parking lots for public and private facilities and major parks should be located and designed to minimize adverse effects on the natural landscape and neighbouring residents.
2. Encourage electric vehicle charging station installation in concert with general transportation and GHG emission reduction policies.
3. Parking areas should be landscaped, screened and signed in ways that harmonize with the natural landscape as much as possible.
4. Impervious surfaces for parking areas will be used only where pervious is not adequate for site conditions or proposed use, and where runoff quality and quantity can be controlled.

5. Oil interceptors should be installed in parking areas open to the public.
6. In cooperation with the District and BC Transit and where appropriate, consideration may be given to the replacement of parking stalls with the provision of transit passes.

6.5 Public Transit

Public Transit - Objectives

- To increase accessibility to and frequency of public transit services.
- To encourage more Highlands residents to use public transit.

Public Transit - Policies

1. The District supports the provision of public transit service in the municipality at a reasonable level of service in consultation with BC Transit.
2. The District will strive to improve access to transit stops for those with special needs and make stops compatible with easy access to transit vehicles.
3. The District should explore an arrangement with a private provider (e.g. a taxi company) in order to provide additional transportation options for Highlanders.
4. Transit stops should be located a five minute walk (200-500 m) from special needs housing, community services, and commercial uses.
5. Road and lot layouts should support the future provision of transit service.
6. Park and ride facilities should be located in the District to support transit and reduce reliance on automobiles. Such a service could include bike lock-up facilities.
7. The District may undertake a survey of residents on a regular basis to determine the community's desires in connection with transit options to meet the community's needs.
8. The District will investigate the feasibility of increased frequency of transit service with BC Transit.

Chapter 7 – Services and Utilities

***replaced by bylaw No. 325, 2010*

The Highlands is a rural, self-reliant community and, in order to retain that rural character, help sustain the community and to keep costs under control, services provided by the District and other agencies must address the needs of residents and landowners while remaining at modest levels. Highlanders are aware of their dependence on potable well water and on-site septic systems. They have an intimate reliance on, and need to maintain, a healthy watershed. Water conservation, decreased disposal of waste (used water and other resources) and elimination of toxic substances are needed to achieve sustainable systems regardless of the provision of piped services.

The Regional Growth Strategy (RGS) was adopted in August 2003. The RGS establishes a "Regional Urban Containment Boundary and Service Policy Area" (RUCSPA). This has significance for development in the Highlands. Map 3 in the RGS shows the Regional Urban Containment and Servicing Policy Area. The strategy proposes no extension of urban-standard sanitary sewerage and water services beyond the boundary of this policy area "except to address pressing public health and environmental issues, to provide fire suppression or to service agriculture". Map 2.1 shows Highlands Servicing Area, which is consistent with the RUCSPA.

There is a limited amount of information on the aquifers that supply groundwater to residents and businesses, although it is known that recharge is primarily through fractures and breaks in the bedrock, leading to outflow in wetlands and streams that eventually drain to the ocean. During the planning process there were concerns regarding the Highlands' aquifers. These included concerns related to the impacts of additional development, inappropriate land use practices, inadequate waste treatment, and improperly constructed or abandoned wells. There were also concerns related to the quantity of available water, the cumulative impact of exceptionally dry seasons, and the long term impacts of global warming and climate change.

7.1 General Objectives

- To ensure that District and other public services demonstrate and encourage the conservation of resources and the control of pollution through public education, development controls, and cooperation with other government agencies and non-governmental organizations.
- To protect the quality and quantity of surface and ground water
- To reduce the consumption of goods and the generation of waste.

7.2 Water Supply and Well Protection (also refer to section 3.5)

Water Supply and Well Protection – Objectives

- To protect the aquifers underlying the District of Highlands.
- To maintain an adequate long term supply of potable water.
- To protect wells.

Water Supply and Well Protection – Policies

1. The primary sources of water for the majority of Highlanders are groundwater and surface water.
2. Land uses or activities that could damage aquifers or reduce groundwater quantity or quality are not acceptable. This includes improperly managed septic systems.
3. In considering land use activity or change, the District of Highlands will consider the ability of surface water and groundwater to support human use without damaging ecosystems and aquifers. The Subdivision Bylaw provides direction for determining levels of water supply.

4. The District will support water conservation initiatives that promote water conserving technology, water reuse (including grey water recycling and rainwater harvesting systems) and low water use landscaping.
5. In landscaping of residential, commercial, industrial, and institutional facilities, the use of drought-resistant native plant species will be encouraged to reduce demand for irrigation, as well as to control introduction of potentially invasive species and to retain the character of the landscape.
6. The District will support landowners to identify sources of groundwater contamination and request the appropriate government agencies to ensure that contaminated sites are remediated.
7. The following activities should be discouraged within 30m of a water well:
    a. Storage of potential contaminants (e.g. pesticides, fertilizers, fuel, lubricants, paints, and solvents).
    b. Application of fertilizers and pesticides.
    c. Disposal and incineration of waste.
    d. Storage of manure and compost.
    e. Keeping of livestock.
    f. Installation of septic fields and tanks.
    g. Parking and storage of vehicles.
8. To help prevent contamination of aquifers, all well heads should be kept in a sanitary condition. This includes maintaining the well seal in a proper condition and by directing runoff away from the well head.
9. The District will seek opportunities to institute programs to educate domestic well owners about well head and aquifer protection, as well as water conservation.
10. The District will make every effort to budget annually for groundwater related items, which could include a comprehensive groundwater monitoring program.
11. Map 2.1 shows Highlands' Servicing Area (or Boundary), which is consistent with the Regional Growth Strategy's Regional Urban Containment and Servicing Policy Area.
12. The cost of extending piped services would be the financial responsibility of the developers, and the ongoing costs of maintaining these services would be borne by subsequent owners of these lands.
13. Other than lands within the Highlands Servicing Area Boundary, use of a centralized infrastructure for water supply is not acceptable.

7.3 Liquid Waste Management

Liquid Waste Management – Objective

- To encourage Highlands residents and businesses to use responsible methods for efficient and environmentally acceptable, on-site liquid waste disposal.

Liquid Waste Management – Policies

1. On-site liquid waste disposal systems are preferred to treat and dispose of effluent in all areas of the Highlands except for the lands within the Servicing Boundary as shown on Map 2.1 where effluent should either be piped to the regional sanitary sewer system or treated on-site through means other than a septic system.

2. The use of alternative sewage disposal methods instead of individual septic tank systems will be supported if environmentally and technically acceptable, and if the municipality is not responsible for installing, operating, or maintaining such systems.
3. Septic tank and ground disposal facilities will be sited to minimize pollution of surface and groundwater, and will have appropriate setbacks from watercourses, lakes, water wells, and marine shores.
4. The District may approve the use of community sewage disposal systems if long-term responsibilities for operating and maintaining the facilities are established to the satisfaction of the Approving Officer and others as necessary and if the municipality is not responsible for installing, operating, or maintaining such systems.
5. The District is not responsible for the failing of on-site septic treatment systems. Any knowledge of the failure of an individual septic treatment system will be referred to the Health Protection and Environmental Services of Vancouver Island Health Authority in order to avoid unhealthy conditions.
6. A requirement of the development of a Golf Course in the Bear Mountain Comprehensive Development is the use of treated septage as a source of irrigation for the Golf Course. The approval of all federal, provincial, regional, and municipal authorities having jurisdiction must be obtained. The Municipality must not be responsible for the installation, operation or maintenance of the system and must be provided with adequate assurances regarding the maintenance of the system.

7.4 Solid Waste Management

Solid Waste Management – Objectives

- To encourage Highlands residents and businesses to use responsible methods for efficient and environmentally acceptable solid waste management practices.
- To encourage reduction of consumption and generation of waste.

Solid Waste Management – Policies

1. Work with regional partners to develop, expand and promote programs and infrastructure that increase local recycling and reduce consumption.
2. Encourage on-site organic composting systems that reduce the attraction of animals.
3. Promote purchasing habits that prioritize the least GHG intensive products and services (e.g. could be reduced packaging, minimal use of fossil fuel fertilizers for food, and local based business services).
4. Efficient and environmentally acceptable solid waste management practices are encouraged and supported, especially reduction of waste, reuse of materials, recycling, and backyard composting.
5. All non-recyclable solid waste generated by Highlands residents and businesses will be disposed of at Hartland Landfill or other approved facilities. Garbage shall not be buried, burned, or stored long-term on land in the Highlands.
6. The District will restrict its plastic bag use and discourage the use of non-recyclable packaging in businesses it deals with.
7. The District will actively pursue ways to allow for the conversion, and rehabilitation of existing landfill, waste burning and demolition/disposal sites. While the sites are in operation, the District will encourage monitoring of their environmental impact and the reduction of any deleterious effects on the air, land or water.

7.5 Surface Water Drainage

Surface Water Drainage – Objectives

- To maintain the quality of aquatic systems in the Highlands and downstream areas.
- To maintain natural drainage and the natural functioning of watercourses.

Surface Water Drainage – Policies

1. Through the Model Stormwater Bylaw process, also taking climate change adaptation into consideration, the District will collaborate with the CRD, adjacent municipalities, and the BC government to develop consistent approaches to stormwater management in a watershed context and to maintain the quality of aquatic systems in the Highlands and adjacent areas.
2. Wherever possible, natural drainage systems shall be maintained and enhanced to protect water quality, reduce public costs, and prevent environmental degradation. Storm drainage will be handled in open swales, ditches, and streams, to maximize infiltration and to retain the natural functioning of watercourses, except where environmental or public safety concerns would be better served by other designs.
3. Developments adjacent to streams, lakes, and other water features will be required to provide storm drainage controls and filtration provisions, preferably on-site, to protect water quality and prevent increases in peak flow in any stream.
4. The stormwater holding capacity of wetlands and other natural storage areas will be retained.
5. When new roads are constructed or existing ones modified, optimal methods for stormwater drainage will be assessed and implemented.
6. The District will seek to ensure that the value of watercourses as habitat for aquatic life and terrestrial wildlife is not compromised by their use for storm drainage, recreation, or agriculture.
7. All developments should follow the guidelines in the Water Balance Model, to which the District of Highlands is a partner.
8. The District will adopt the Riparian Areas Regulation, and future development will be subject to the Regulation's requirements. All applications falling under the RAR will still be subject to Council review.

7.6 Protective Services

The objectives and policies contained in this section are intended to complement the detailed Emergency Preparedness Plan being prepared by the District of Highlands. The Western Communities Detachment of the Royal Canadian Mounted Police provides police protection. The District operates a Volunteer Fire Department to protect residents and property against fire and other emergencies, and cooperates with the Ministry of Forests for forest fire prevention and suppression.



Protective Services – Objective

- To provide adequate levels of emergency services to allow Highlands residents to lead safe and secure lives.

Protective Services – Policies

Police Protection

1. The District of Highlands urges the RCMP to support the objectives of the OCP as follows:
   a. The Ministry of the Attorney General is requested by the District of Highlands to provide levels of protection that allow residents to lead safe and secure lives.
   b. The RCMP Western Communities Detachment is encouraged to maintain or to increase "proactive policing" throughout the community by:
      a. Maintaining school education programs for crime prevention.
      b. Assisting residents to organize crime prevention programs.
      c. Maintaining a police profile and presence adequate to deter criminal activity, vandalism and vehicle speeding.

Fire Protection

1. The District will cooperate with the Ministry of Forests for forest fire prevention and suppression, and with fire departments of adjacent municipalities to improve levels of fire protection by:
   a. Adequate fire protection infrastructure, including any necessary emergency access routes, will be provided by a developer at the time of development of a property.
   b. Development proposals will incorporate designs that reduce forest fire risks for homes within and at the edge of forested lands.
   c. One-lane, limited access routes to provide improved access to neighbourhoods by emergency vehicles will be identified and provided. These road connections will be for the sole use of emergency vehicles, although they may also be used for evacuation of residents at risk and, during non-emergency periods, may be used as trails by non-motorized traffic.
   d. Fire safety education and training, as appropriate, will be provided to residents. This will include the distribution of information to all residents and an annual meeting on fire issues in this community.
2. a. The District will create a wildland urban interface policy that will encourage residents to consider the policies of the Fire Smart Program for wildland urban interface areas and mapping of fire hazard areas. This policy will involve the Fire Chief, District staff, and residents.

b. Wildland urban interface assessments should become a priority during new development approvals.

c. The District will consider the establishment of a Development Permit Area for Interface Fire Hazards.

3. The District will consider the establishment of paid firefighting position(s).

7.7 Private Utilities (gas, telephone, cable, electricity)

Utilities – Objectives

- To encourage the use of shared utility corridors.
- To encourage utility providers to design and construct their services using environmentally acceptable best practices.

Utilities – Policies

1. The District requests BC Hydro and other service providers to ensure that all electricity transmission and distribution rights-of-way are managed in an environmentally responsible manner. In particular, improved management of invasive species (such as broom) is requested.
2. Support the use of existing utility corridors for renewable energy facilities.
3. Where appropriate and where there is no cost to the municipality, the District of Highlands encourages shared utility corridors and the placement of new and existing telephone and electrical distribution lines underground or off-roadways where it would reduce incidences of power disruptions from tree contact and retain vegetation and viewscapes along roadways.
4. The District will support servicing the Bear Mountain Comprehensive Development and Industrial Lands south of the north property line of Section 15, Range 3 West, Highland District with Natural Gas from a private utility supplier.

7.8 Cell Phone Towers/Radio Towers

Cell Phone Towers/Radio Towers – Objective

- To discourage the construction of towers that could have a negative impact on Highlands' hills and ridges, and could detract from viewscapes.

Cell Phone Towers/Radio Towers – Policies

1. The District will only consider approval of transmission towers following consultation with the community.
2. Support co-location of facilities on towers to include renewable energy sources.

Chapter 8 – Social Wellbeing

The word "rural" has different connotations among Highlands' residents. There is a widespread view, however, that it is the 'rural lifestyle' that draws people to the Highlands and the reason why they stay. What Highlanders have in common is the value they place on the 'rural lifestyle'. This lifestyle involves a connection to the land, whether as a working landscape or in its natural form.

A healthy and more sustainable community includes an engaged community where residents have the ability to participate in volunteer, celebratory (e.g. of history, arts, environment), decision-making and other daily activities in an atmosphere of belonging and respect for different viewpoints. Highlanders intend to remain part of a small rural community that helps individuals be healthy through some diversity in housing choice and access to local healthy food.The District of Highlands is a member of the British Columbia Healthy Communities Network. The Federal, Provincial, Territorial Advisory Committee on Population Health (1999) identified the following determinants and prerequisites for health:

- The socio-economic environment including social support, addressing violence in the home and community, and participating in civic activities.
- Healthy child development.
- The physical environment including protecting the natural environment and addressing transportation, housing, personal health practices.
- Health services.



Social Determinants of Health, source: BC Healthy Communities

The topics covered in this chapter are those that relate directly to the social wellbeing of the Highlands. Elsewhere in the plan, there are other statements that have a bearing on the social wellbeing of the community.

8.1 Housing

The objectives and policies of this section of the plan are derived from the 1999 Highlands Housing Task force and the work of the Social Topic Group.

Housing - Objectives

- To encourage a range of economical, attractive, affordable and accessible housing opportunities, which are compatible with Highlands' rural character.
- To increase energy efficiency and use of renewable energy in residential buildings.

Housing - Policies

1. Encourage all new residential buildings and renovations to be built with energy efficient and low carbon standards and technologies representing best practices in concert with land use (chapter 2) and energy and GHG reduction (chapter 5) policies.
2. The District should encourage a range of housing forms in order to increase affordable housing. In a rural context, this could include cluster housing, secondary suites.
3. The District should consider land donation for affordable housing as an amenity and encourage 'sweat equity' housing programs such as Habitat for Humanity.
4. As an inclusive community, Highlands' residents should foster housing options that would allow persons with special needs to remain in the community. This might include small-scale housing forms such as seniors group housing (e.g. Abbeyfield) and co-housing. Such housing options should include transportation services as part of an overall development plan.

8.2 Public Safety

In addition to public protective services (police, fire, emergency), a healthy community addresses issues related to personal safety and security.

Public Safety - Objective

- To promote a community where there is respect for people's property and personal security.

Public Safety - Policies

1. The District will encourage programs such as Neighbourhood Watch that help educate and support residents.
2. The District will complete and implement emergency preparedness, including preparation of action plans in co-operation with neighbouring municipalities and the CRD.
3. The District will support public education on urban/wildfire interface issues and engage in a full consultation with the community around regulation and the degree of tolerable risk. The objective will be to find a balance between public safety and preservation of the natural environment.

8.3 Local Food

Local Food - Objectives

- To support local food production and consumption.
- To reduce dependency on food transported from greater distances.

Local Food - Policies

1. Food-based agriculture should be ecologically sustainable, appropriately-scaled, and consistent with community values.
2. The District will support community food gardens in new and existing developments, and in areas where lands are underutilized or residents do not have space on their own properties for gardens.
3. The District will support sharing of information on the benefits of, and methods for, growing healthy food.

4. The District encourages food production on private properties in an environmentally sustainable manner that does no harm to local ecosystems.
5. Highlands will support the maintenance of a strong and sustainable regional agricultural and food distribution system.
6. The District of Highlands may undertake an Agriculture and Local Food planning process to support and guide future agriculture activities, and to evaluate whether specific land use regulations may be necessary to help balance the full range of values expected by the community.
7. Highlands will promote food production processes that reduce the use of chemicals, conserve water and uses sustainable transportation systems.
8. Highlands supports genetic diversity in food crops through seed saving, seed sharing, use of heritage varieties, etc.

8.4 Public Facilities and Services

During the planning process it was recognized that there is a need for Highlanders to come together for social, recreational, civic, cultural and/or economic activities.

Public Facilities and Services - Objectives

- To ensure that Highlanders have access to services and facilities to which they financially contribute through property taxes.
- To provide venues for Highlands residents to meet for social, cultural and civic activities.

Public Facilities and Services - Policies

1. The District and Highlands residents will explore ways and means to build a modest, multi-purpose community hall. In particular, a meeting place for youth is required. A community hall site could also provide modest recreational facilities such as a playfield, or basketball court, and appropriate commercial, residential and food system-related uses that would support 'building community'.
2. The District, in cooperation with local school Districts, may consider assembling land in order to centralize a community hall, playfields, and school.
3. Highlands contributes significantly to the region through provision of parkland and open space, and in return, Highlanders will continue to rely on the region to provide institutional and major recreational, commercial and other services.
4. The District will continue to support participation in the Juan de Fuca Recreation Commission.
5. There is a need for an ongoing dialogue and cooperation with the school Districts, regional health authority and other agencies in order to ensure that appropriate services are available to Highlands.
6. Services should be available in the Highlands that support a diverse community, fit with the rural character and at a scale relative to the area's likely population growth. This might include development of recreational activities for youth that engage the attributes of the natural environment (e.g. biking, horse riding facilities). Youth should be consulted to assist in assessing and addressing their needs. Such housing options should include transportation services as part of an overall development plan.

8.5 Heritage

The Highlands community's vision of heritage is rooted in people's shared experience of a sense of place. It is dynamic and includes tangible and intangible elements of the past and the present. It is how the community identifies itself. The heritage vision recognizes examples of community history and the desire

of residents to feel connected to nature. It celebrates the aesthetic and innovative and honours the uniqueness of the Highlands community social fabric.

Heritage and archaeological sites are protected by provincial legislation (the *Heritage Conservation Act*). Protection means that these sites cannot be altered without a heritage permit. Developments are reviewed by local governments to determine conflicts between protected archaeological sites and proposed develoment through the use of the Remote Access to Archaeological Data website. If a conflict is identified, the project proponent will be required to hire a professional consulting archeaologist for direction on how to proceed.

Heritage - Objective

- To promote the Highlands heritage vision and values

Heritage – Policies

1. Create a Community Heritage Registry to list the property, buildings and other areas of the municipality recommended by the Highlands Heritage Task Force Committee.
2. Support community involvement in Highlands heritage activities through the establishment of a Heritage Committee, a public archives, document the oral history of Highlands elders, and supporting opportunities for the celebration of Highlands' heritage.
3. Develop incentives for the owners of heritage resources on private property that should be given heritage conservation status.
4. Providing landowner consent is given, all attempts should be made to identify, map, and conserve sites, structures, and landscapes of historical significance.
5. The District supports initiatives of Highlanders to collect, preserve and present the history of the community.
6. Prior to the approval of any development on land that could have heritage, or cultural heritage, values, the District may require an assessment pursuant to the Heritage Conservation Act.
7. Providing landowner consent is given, all attempts should be made to identify, map, and conserve sites, structures, and landscapes of historical significance.

8.6 Arts and Culture

Arts and culture are an important expression of the diverse values, heritage and creative interests of Highlands residents. Artistic and cultural activities bring the community together and energize it socially and economically.

Highlands provides financial and leadership support to the Greater Victoria Public Library, and shares ownership of the Juan de Fuca Branch with other West Shore Communities. Highlands also provides financial and leadership support to the CRD Arts Committee.

Arts and Culture - Objective

- To encourage residents to become involved in arts and cultural activities suited to the rural character of the community.
- To provide venues for Highlands artists and artisans to demonstrate their talents.
- To support arts and culture as part of the local economy.

Arts and Culture - Policies

1. At the time a community hall is being designed, consideration should be given to providing space for musical and dramatic productions.

2. A variety of environments should be considered to support artisans and provide the public with greater access to their work. These might include community markets, artists' studios and galleries on private property, and display spaces in existing public buildings or a new community hall.
3. Participation of youth in planning for arts and culture events and facilities is encouraged.

8.7 Building Community

A healthy community is one where all residents and businesspeople have ways to 'build community,' through volunteerism and participation in community life. Volunteerism is a cornerstone of a healthy rural community, and Highlands is proof of this. Volunteers provide many of the services that otherwise would not be available in a rural community. Through their involvement in many planning processes, it is evident that Highlanders place high value on participation in local government affairs, community gatherings and celebrations.

The Highlands has a long history of public involvement and concern about the quality of life, governance, environmental protection, and other planning matters. This section of the plan formalizes guidelines for fostering strong public roles in planning decisions.

Building Community - Objective

- To welcome people of different ages, backgrounds, family structures, abilities and incomes.
- To strengthen volunteerism, including community stewardship, and encourage residents to take active roles in caring for and enriching the community.
- To provide opportunities for Highlanders to participate in community advisory processes.
- To achieve effective communication between Highlands residents and council, its committees and staff on matters of community-wide interest.
- To encourage land owners and developers to involve Highlands residents at an early stage in the review of development designs and applications.
- To support the creation of an informed citizenry that is motivated and capable of providing community guidance and input on civic matters.

Building Community - Policies

1. The District supports a volunteer coordinator position.
2. The District accepts that it has a responsibility to foster communication among Highlanders and to provide community education on topics important to residents. The District newsletter, public forums, community associations and participatory planning processes are important ways to communicate and educate.
3. Municipal decision-making should support a diverse community.
4. The District of Highlands encourages the formation, education, and ongoing participation of citizen volunteer committees to provide advice to Council on land use planning matters relevant to the committees' mandates.
5. Before and after decision-making, the District of Highlands will prepare and distribute to residents and landowners newsletters and other materials (such as notices and computer-based electronic bulletins) on planning matters of importance.
6. Public information meetings, open houses, surveys, and other means will be used to facilitate communication between the municipal government and the residents of the District of Highlands.
7. Efforts will be made to involve young people, tenants, absentee landowners, and others who might not normally express their views on planning matters.
8. Public involvement in land use decisions will be encouraged, as in policy 2.2.2.

8.8 Social Significance of the Environment

During the planning process the importance of the natural environment to the health and well being of Highlanders and the region was discussed. Natural areas allow for a variety of individual and group recreations, provide emotional and spiritual sanctuary, and help to form the character of the Highlands.

Social Significance of the Environment - Objective

- To encourage people to experience the natural environment.

Social Significance of the Environment - Policy

1. Activities that facilitate the communion of people with nature are encouraged. This would include such activities as seminars, workshops and retreats in rural areas of the Highlands.
2. Nature-based activities for children that support environmental awareness, understanding, appreciation and stewardship are encouraged.

CONSOLIDATED

Chapter 9 – Economic Diversification

As a municipality, Highlands is somewhat unusual in that almost its entire land base is residential, rural or park. There is little area set aside for non-residential uses. This has an impact on the community in at least two ways:

- A large majority of working people commute to work outside the Highlands.
- The municipality is highly dependent on tax revenues from residential and rural properties.

At the present time the municipality does not have its own economic strategy. Highlands did, however, participate as a member of the Capital Regional District in the preparation of a regional economic strategy – The Opportunities Blueprint (2003). This strategy establishes a two-prong approach to improving the economic health of the region:

- Overcoming problems that are negatively affecting the local business climate.
- Enhancing existing or developing new business enterprises that are compatible with the region's commitment to sustainability.

This chapter of the plan puts forward objectives and policies intended to encourage a more sustainable and diversified rural economy within the Highlands. Local environmentally responsible businesses operated at an appropriate scale may include enterprises related to the food system, forest, tourism, internet-based service or home-based services that generate local jobs. Policies should encourage more Highlanders to generate some or all of their income from businesses located on their properties, or businesses located elsewhere in the Highlands. The District as a whole would benefit due to the increased 'social capital' and 'community-building' that would occur within Highlands boundaries. These policies are not intended to change the character of the community but to provide more choice for Highlands' residents.

9.1 Economy - General

General Objectives

- To encourage environmentally sustainable businesses (small-scale outside the Highlands Servicing Area), which are compatible with Highlands' rural character.
- To provide greater innovative and sustainable opportunities for residents to work within the Highlands, thereby reducing the amount of commuting.
- To foster opportunities for rural-based employment, self-employment and economic diversification that are of an appropriate size and scale to help broaden the District's tax base.

Economy – Policies

1. Encourage economic opportunities that have low impact on the environment.
2. Investigate how business regulations and licensing can help to further reduce GHG emissions.
3. Create opportunities for residents to learn about the benefits of local economies. This may include creating an inventory of local businesses.
4. The District may support widespread availability of low impact, high-speed communications systems and services to support local and regional businesses.
5. Ensure development of the southern industrial area adjacent to the City of Langford is based on health, safety and sustainable practices.

6. Encourage appropriately-scaled commercial activities within the Servicing Area Boundary on Map 2.1.
7. Encourage the reuse of goods and the sharing of local knowledge and skills.

9.2 Working Landscapes

Traditionally, rural communities have a strong bond with the land. In some rural communities, the land provides a livelihood for its residents through market gardening, farming, ranching, orcharding, forestry, fishing, and other activities such as animal husbandry and rural veterinarian services. At present, most Highlanders work outside the District in more urban settings.

During the planning process, citizens discussed possibilities for promoting 'working landscapes' to strengthen the rural character of Highlands. Identified possibilities include such activities as:

- Orcharding
- Organic market gardening
- Herbs
- Field flowers
- Beekeeping
- Livestock
- Field crops
- Greenhouses
- Vineyards
- Specialty nursery
- Forestry, including sustainable forestry specialty products, Christmas trees, and specimen landscape trees
- Non-timber forest resources

There is a history of agriculture land use in the Highlands. However, there are few farms that remain from the early settlement period and there are currently minimal full-time farming operations. There is no land within the Agriculture Land Reserve (ALR). Steep topography, shallowness to bedrock, minimal soil development, and summer drought conditions have limited the viability of traditional agriculture activity in the Highlands. Wetlands were historically used to produce crops, however, these areas are highly valued for their role in ecosystem function, and the natural regulation of the important groundwater resource. Future agricultural activity in the Highlands needs be ecologically based, and appropriately scaled to support Highlands's values around land use and the environment.

"Agroforestry" is a land management approach that integrates familiar and new agriculture and forestry practices into land management systems that contribute to diversification and sustainability of production. It is an emerging industry, and has not been studied as part of this plan. However, once the District understands more on this subject, the District may choose to encourage such practices where appropriate by harmonizing this term with "agriculture" and "forestry."

Working Landscapes – Objective

- To ensure that there are opportunities for Highlanders to use the land for traditional rural enterprises.

Working Landscapes – Policies

1. Agriculture and forestry uses that are consistent with environmental protection and the character of the Highlands are encouraged. These are acceptable uses in areas designated Rural, Rural Residential, Managed Forest, and Institutional on Map 2.1, where consistent with zoning.

2. The District should consider the development of a strategy to facilitate the production of agricultural and forest products by allowing related small-scale processing facilities, limited direct resource sales, and limited natural resource support services that are not harmful to the long-term natural resource. This strategy should suggest that such uses be located in areas within the ~~Commercial Industrial~~ Regenerative Development Land Use Designation.

9.3 Home-based Business

People work at their residence out of choice and out of necessity. Home-based businesses are a growing trend in communities across Canada. Improved communications technology has accelerated this growth. In the 2001 census, 11% of working Highlanders reported that their job was home based. During the planning process there was discussion as to whether facilities (studio, gallery, workshop) separated from homes would be appropriate. Home-based businesses are regulated through the zoning bylaw.

Home-based Business – Objective

- To ensure that there are opportunities for Highlanders to work from their homes.

Home-based Business – Policies

1. Home-based businesses are encouraged provided they complement the rural character of the community and have no appreciable negative impact on nearby neighbours or the natural environment. These are acceptable in areas designated as Rural, Rural Residential, Managed Forest, and Intensive Residential without a rezoning provide they comply with details set out in the zoning bylaw regarding size, parking signage, employees and other matters.
2. Consideration could be given to allow for home offices in all residential areas.

9.4 Nature-related Tourism

During the planning process there was discussion about diversification of Highlands' economy by way of businesses that cater to visitors who are interested in a nature-related activity such as: walking, hiking, birding, kayaking, diving, bicycle touring, fishing, orienteering, photography, nature interpretation, and equestrian activities.

Nature-related Tourism – Objectives

- To provide opportunities for Highlanders to operate businesses related to the natural and recreational assets of the community.

Nature-related Tourism – Policies

1. The District will encourage small-scale recreational and tourist uses that provide opportunities to diversify the economy by using, in an environmentally sensitive manner, the Highlands' abundant recreational opportunities and scenic and natural amenities. These businesses are acceptable in designated areas. Rural land use will be guided by the Zoning Bylaw.
2. Businesses that relate to the natural attributes and rural character of the community should have no appreciable negative impact on nearby neighbours.
3. The District should consider the development of a strategy to facilitate nature-related tourism in conjunction with the CRD's economic strategy.

Chapter 10 – Regional Context Statement

***replaced by Bylaw No. 418, 2019*

The Board of the Capital Regional District formally approved an updated Regional Growth Strategy (RGS) in March 2018. The District of Highlands is a signatory to the RGS. As a partner, Highlands has established its commitment to the following:

- To plan and manage growth in a collaborative manner by participating in achieving the regional vision and the objectives.
- To consider the cross-boundary impacts of all development-related decisions.
- To work toward a more sustainable region by considering the environmental, economic and social implications of local government decisions.

The *Local Government Act* requires municipalities to adopt a "regional context statement." This statement must identify the relationship between an Official Community Plan (OCP) and the RGS and, if applicable, must specify how the OCP will be made consistent with the RGS over time.

Regional context statements are a key implementation mechanism for the RGS. They also protect a municipal council's authority to make local planning decisions while ensuring that the council and the regional board agree upon matters of legitimate regional interest. While the RGS is not binding on the member municipalities, the regional context statements are.

Table 10.1 identifies the relationship between Highlands' OCP and the RGS.

Regional Context Statement – Objectives

- To plan and manage growth in a collaborative manner by participating in achieving the regional vision and the objectives in the RGS.
- To consider the cross-boundary impacts of all development-related decisions.
- To work toward a more sustainable region by considering the environmental, economic and social implications of local government decisions.

RGS Objectives	Relationship to Highlands OCP
Managing and Balancing Growth	
1.1 Keep Urban Settlement Compact	• Only a small percentage of land in the Highlands falls into the Highlands Servicing Area Boundary (HSAB) as shown on Map 2.1. The Servicing Area is contiguous with the Regional Urban Containment Policy Area (RUCPA) as set out on Map 3a of the RGS with the purpose of limiting expansion of urban settlement. ~~This area contains industrial and commercial type uses, as well as relatively higher density residential uses.~~ • Policy 2.2 (22) of the OCP further supports the implementation of the RUCPA and states: "All land use and design decisions will seek to prevent unplanned growth." • Section 2.2 describes growth within Highlands as occurring slowly, at a rate of approximately 15 new homes per year. This contributes to slow growth in rural areas, which is in keeping with the RGS target of 95% of growth taking place within the Urban Containment Boundary (UCB) and only 5% growth outside of the UCB. • Residential development within the HSAB is guided by Development Permit Area 5 – Intensive Residential. Guidelines promote: clustering and screening by native vegetation of housing; maintenance of natural drainage patterns; drought-resistant plantings; minimal alteration of natural features; maintaining or improving stormwater runoff in order to protect ground and surface water; enhancement of riparian areas; conservation and/or enhancement of identified green space areas; downward illumination; and design supporting transit.
1.2 Protect the Integrity of Rural Communities	• The OCP supports the continued conservation of and support for the rural community and lifestyle in Highlands. This is consistent with the RGS Rural/Rural Residential Policy Area objectives. The vast majority of Highlands (approximately 90%) is designated Park, Rural Residential and Rural land use in the OCP. These designations seek to protect rural character. • The Rural and Managed Forest designations allow for agriculture and forestry, while the Rural Residential and Institutional (where determined by zoning) designations allow for agriculture. • Policy 2.2 (7) encourages development applicants to explore various means to develop land that minimizes impacts on the natural environment. • Policy 2.2 (17) encourages the retention of the visual landscape, including retention of naturally vegetated buffer zones adjacent to parks and road rights-of-way.

RGS Objectives	Relationship to Highlands OCP
Environment and Infrastructure	
2.1 Protect, Conserve and Manage Ecosystem Health	• Highlands' OCP acknowledges and supports the Capital Green Lands Policy Area (CGLPA) as set out on Map 3a of the RGS and the targets for completion of the sea-to-sea green blue belt and the regional trail network. These areas were originally defined in the previous RGS under the CRD Parks Master Plan. • Policies in Chapter 4 specifically discuss cooperation with the Regional District and Province in the conservation, continued establishment, development and management of regional parks, trails and natural areas. • Policy 4.2.1 states that: "Decisions regarding parks, trails and recreation should be guided, along with other relevant information, by the Highlands Parks and Recreation Master Plan and the Trails Master Plan. The CRD Parks Master Plan and BC Parks should also be consulted as well as affected landowners". • Highlands is home, in part, to a number of regionally significant parks, as acknowledged in the RGS, including Thetis Lake and Mount Work Regional Parks, and home in entirety to Lone Tree Regional Park. • The OCP also recognizes the importance of identifying, protecting, enhancing and restoring healthy ecosystems consistent with the RGS policies for the CGLPA. • Section 3.2, Natural Hazard Conditions, discusses and provides policy direction for areas with steep slopes. Section 3.3 discusses Environmentally Sensitive Areas, and sets out detailed policies for sensitive vegetation, water features and riparian areas, and marine waters and shore lands. All of these policies are further supported by Development Permit Areas (Chapter 11) for Steep Slopes, Water and Riparian Areas, and Sensitive Vegetation, and are shown on Maps 11.1 and 11.2. By regulating land use and development, these policies and regulatory powers contribute to the RGS target for the reduction of contaminants in fresh and marine water bodies. • Policies 3.1 (2) and (3) encourage environmental information sharing, stewardship, and responsibility-taking among the District, its residents and landowners, and environmental groups and agencies. • Section 11.8 establishes Development Permit Area 6 – Promotion of Energy and Water Conservation and the Reduction of Greenhouse Gases. The entire District is subject to this Development Permit under the following circumstances: (1) construction requiring a building permit and (2) any other project requiring a Development Permit. • Section 2.1 draws attention to the importance of considering water in all land use decisions.

RGS Objectives	Relationship to Highlands OCP
2.2 Manage Regional Infrastructure Services Sustainably	• The majority of land in the Highlands (approximately 90%) is outside of the Regional Urban Containment Boundary Area and not part of regional water or sewer systems. Policy 7.2 (11) includes Map 2.1 that shows Highlands' Servicing Area, which is consistent with the RGS. Limiting significant growth to this area supports the sustainability of the regional infrastructure system. • Policy 7.3 (6) provides for the servicing by public sewers or an alternative method of sewage disposal, which involves the use of reclaimed water, within the Bear Mountain Comprehensive Development Area. • Section 7.4 discusses managing solid waste, focusing on reducing, reusing and recycling. • Policy 7.4 (4) supports reduction of waste, reuse of materials, recycling, and backyard composting. • Policy 7.4 (7) states that the District will actively pursue ways to allow for the conversion, and rehabilitation of existing landfill, waste burning and demolition sites. • The OCP places a high level of importance on protection and management of the groundwater resources. Consistent with the RGS, appropriate management of groundwater resources will help to limit the need for extensions of the regional water system and is critical to preserving rural and rural residential areas and ecosystem health. • Section 2.1 draws attention to the importance of considering water in all land use decisions. • Section 3.5 discusses and sets policies for watershed and groundwater management. • Section 7.2 discusses and sets policies for water supply and well protection. Some specific policies: o Policy 7.2 (3) states, "In considering land use activity or change, the District of Highlands will consider the ability of surface water and groundwater to support human use without damaging ecosystems and aquifers..." o Policy 7.2 (4) encourages water conservation. o Policy 7.2 (5) encourages the use of drought-resistant native plant species in order to reduce irrigation need and to control potentially invasive species.

RGS Objectives	Relationship to Highlands OCP
Housing and Community	
3.1 Create Safe and Complete Communities	• **Not applicable** for the most part because the vast majority of Highlands is outside of the Regional Urban Containment Boundary. • Lands designated as Bear Mountain Comprehensive Development provide for a mix of housing, employment, services and recreation.
3.2 Improve Housing Affordability	• Policy 2.2.13 addresses the need to encourage housing for a broad spectrum of housing needs and states that "Housing for people with special needs by reason of age, income or disability is encouraged to meet the community's anticipated needs." • Given the Rural/Rural Residential nature of the majority of Highlands, there is little opportunity to meet the RGS target to increase housing affordability. However, the OCP recognizes this limitation and encourages consideration of "a strategy for affordable housing stock through consideration of secondary housing" (Policy 2.2.24).
Transportation	
4.1 Improve Multi-Modal Connectivity and Mobility	• The OCP supports the RGS goal to improve the regional multi-modal transportation network through development of roadside trails and to encourage increased transit use. This supports the RGS target for 42% of all trips in the region to be by walking, cycling and transit. • Section 6.3 discusses roadside trails, the objective of which is "To develop and maintain a network of roadside trails, as outlined in the 2010 Trails Master Plan, for a variety of means of non-motorized travel that is consistent with the character and activities of the Highlands." • Considerations for transit with respect to land use are directed through policies 2.2 (25), 2.2 (27), and 2.6 (8). ~~For the Commercial Industrial area, there is policy support to replace parking stalls with the provision of transit passes.~~ • Policies in section 6.5 support public transit, and an arrangement with a private provider in order to provide additional options for Highlanders.
Economic Development	
5.1 Realize the Region's Economic Potential	• Given the limited nature of the industrial and commercial lands in the Highlands, there is little opportunity to add to the Region's economic potential and the target to increase the jobs/population ratio as contemplated in the RGS. However, policies in the OCP do acknowledge and support ongoing commercial, industrial and forestry activity. • Section 2.9 discusses the Managed Forest land use designation. An objective is, "To encourage good forestry practices." Policy 2.9 (2) states that the District will seek to ensure long term protection of lands designated Managed Forest. • Uses allowed within the ~~Commercial/Industrial~~ Regenerative Development and Bear Mountain Comprehensive Development OCP designated lands are intended for regional or greater market areas.

RGS Objectives	Relationship to Highlands OCP
Food Systems	
6.1 Foster a Resilient Food and Agriculture System	• The OCP supports a strong and sustainable regional agriculture and food distribution system. While the OCP does not explicitly include targets to increase the amount of land in food production, it does include policies that support food production on private properties, as well as community food gardens in new and existing development and on other underutilized lands. Emphasis is given to food production methods that are environmentally sustainable and do no harm to local ecosystems. • Policy 8.3.2 – "The District will support community food gardens in new and existing developments and in areas where lands are underutilized or residents do not have space on their own properties for gardens". • Policy 8.3.4 – "The District encourages food production on private properties..." • Policy 8.3.5 – "Highlands will support the maintenance of a strong and sustainable regional agricultural and food distribution system". • Policy 8.3.6 – "The District of Highlands may undertake an agricultural and Local Food planning process to support and guide future agricultural activities and to evaluate whether specific land use regulations may be necessary to help balance the full range of values expected by the community". • Consideration of the RGS target for increased food production will be included in the next OCP review. • Section 8.3 sets out a number of policies in support of local food production and consumption.
RGS Objectives	**Relationship to Highlands OCP**
Climate Action	
7.1 Significantly Reduce Community-Based Greenhouse Gas Emissions	• The OCP establishes policies and targets for Greenhouse Gas reduction. While the targets, a proposed 20% reduction from 2007 emissions by 2020, a 26% reduction by 2030 and an 80% reduction by 2050 do not mirror the RGS targets of a 33% reduction by 2020 and a 61% reduction by 2038, the goal is the same. These target dates will be reviewed and updated as part of the next OCP update. • Policies specifically in chapter 5, "Energy, Greenhouse Gases and Climate Change Adaptation," and generally throughout the OCP seek to promote greenhouse gas reduction, energy efficiency, renewable energy production, water conservation, waste reduction and use or reuse of waste as resource. • Development Permit Area 6, "Promotion of Energy and Water Conservation and the Reduction of Greenhouse Gases," implements this policy direction. The entire District is subject to this Development Permit under the following circumstances: (1) construction requiring a building permit and (2) any other project requiring a Development Permit.

Chapter 11– Development Review

Two of the most significant 'tools' that the Local Government Act provides local governments to help review development proposals include the authority to: require information for impact assessment, and establish a development permitting system. This chapter identifies a Development Approval Information Area and Development Permit Areas (DPAs), providing the justification for their designation. DPAs have guidelines to be taken into account by property owners, prospective developers, and their planning and design teams.

11.1 Development Approval Information Area

Section 920.01 of the Local Government Act allows municipalities to specify circumstances and designate areas in which a municipality may require an applicant to supply, at their expense, information regarding potential impacts of their proposal.

Area and Circumstances Affected

All lands shown on Map 2.1 are designated as a Development Approval Information Area. Applications for amendments to the Official Community Plan, amendments to the Zoning Bylaw, temporary use permits and ~~subdivisions~~ development permits may be required to supply development approval information.

Objectives

Impact assessment information will be used to comprehensively evaluate the consequences of development on community sustainability. Such information will be an integral component of effective land use planning, ensuring that development minimizes adverse affects on the environment, is suitable for the location, makes efficient use of existing community infrastructure and services, accounts for community costs, is the product of informed public consensus and is consistent with the sustainability goals of the District. The development approval information process is therefore intended to:

- Encourage responsive and informed decision-making.
- Fully address the range of potential environmental, socioeconomic, transportation and fiscal impacts associated with a proposed development.
- Facilitate inter-agency cooperation and efficiency.
- Promote fairness and consistency in the approval process.
- Identify resource needs and constraints, whether public or private, that may impede the success of a development proposal.

In accordance with these objectives, any development that is the subject of an application for rezoning or temporary use permit, may be required to provide development impact assessment information regarding:

- The natural environment
- Transportation patterns
- Local infrastructure
- Public facilities
- Community services
- Social and economic well-being
- Energy conservation
- Water conservation
- Greenhouse gas emissions

11.2 Development Permit Areas – General

Development Permits are one of the strongest legal tools for protecting environmentally sensitive areas, avoiding development in hazardous conditions, and for setting out expectations regarding "form and character" of development, for example to increase energy efficiency. Municipalities may designate Development Permit Areas (DPAs) in an OCP. When an area is designated, the municipality must describe the special site conditions or objectives that justify the designation, and specify guidelines to achieve those objectives. When an applicant applies to the local government for a Development Permit to alter the site, buildings and structures, the guidelines in the OCP will direct what conditions, if any, are placed on the proposed development.

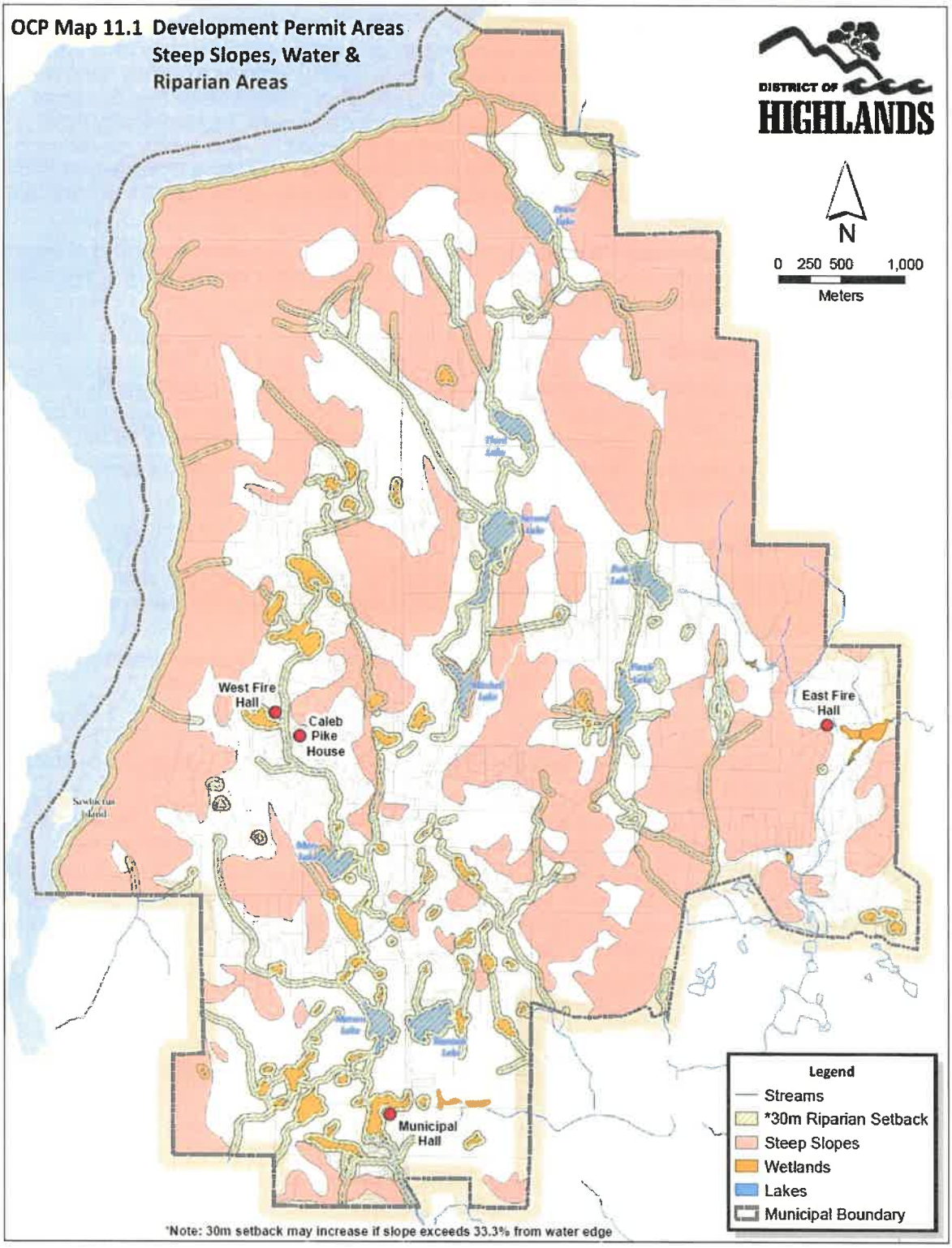
If construction does not substantially commence, the Development Permit expires at the end of two years. In Highlands, Development Permits are obtained at the same time as other permits such as tree cutting, blasting, soil removal or deposit, and building permits.

General Objectives

- To provide guidelines for property owners and developers regarding the District's expectations for the protection of the natural environment, avoidance of hazardous conditions and promotion of a form and character of development that is suited to Highlands.
- To use the provisions of the Local Government Act in order to facilitate a Development Permit approval through the designations of Development Permit Areas.

General Policies

1. Development Permit Areas are generally shown on Maps 11.1 and 11.2, and specifically apply to all land ~~designated as Commercial-Industrial, Institutional, Residential and Recreational rural~~ shown on Map 2.1.
2. The determinant for whether an area is subject to a development permit area will be dictated by what is on the ground, using Maps 11.1 and 11.2 as guiding references.
3. Guidelines are established for each DPA respecting the manner by which the special conditions or objectives will be addressed. Although compliance with any specific guideline may not necessarily be required, general and substantial compliance with the intent of all guidelines is required.
4. Where land lies within more than one Development Permit Area, Development Permit applications may be subject to the requirements of all guidelines of all such areas.
5. Before issuing a Development Permit, the District may require the applicant to furnish, at the applicant's expense, a report prepared by an independent certified professional to assist in determining what conditions or requirements will be imposed in the permit to ensure the development follows the relevant guidelines.
    a. Pursuant to the Local Government Act, Development Permits may not be required for the minor modifications to an existing building(s).
6. Permits are not required in the DPAs for the following activities:
    a. Habitat improvement activities undertaken by the District, the BC government, or other agencies approved by the District to conduct such work;
    b. Forestry activities conducted on Managed Forest land in a manner consistent with the regulations pursuant to the Private Managed Forest Land Act;
    c. Emergency responses or works required by the Provincial Emergency Program, the RCMP, the Ministry of Forests or the Highlands Fire Department as a response to an emergency.


OCP Map 11.1 Development Permit Areas
Steep Slopes, Water &
Riparian Areas
DISTRICT OF
HIGHLANDS
N
0 250 500 1,000
Meters
West Fire Hall
Caleb Pike House
East Fire Hall
Municipal Hall
Legend
Streams
*30m Riparian Setback
Steep Slopes
Wetlands
Lakes
Municipal Boundary
*Note: 30m setback may increase if slope exceeds 33.3% from water edge

11.3 Development Permit Area No. 1 – Steep Slopes

Area Affected

All areas having slopes that exceed 30% are designated as Development Permit Areas; these are generally shown on Map 11.1.

Purpose

The intent of this DPA is to regulate development in the area in a manner that protects against loss of property and protects the integrity of the slopes greater than 30%.

Justification

The Local Government Act provides local governments with the authority to establish a DPA in areas of hazardous conditions. Many areas of the Highlands are steeply sloped. Careful control of development or other alteration of these slopes is needed to reduce the risk to life and property, to prevent erosion and potential risks to down slope properties, to prevent destabilization of slopes, and to protect the visual quality of the slopes. Land clearing, road construction, changes in slope profiles, construction of buildings or roads, or other site disturbance in these areas could increase risk to life and property and harm the environmental value of the slopes.

Guidelines

These guidelines provide a policy framework for Council to assess applications. Council may adopt additional Development Permit guidelines for sites that have special features and concerns. Development Permits issued in steep slope areas shall be in accordance with the following:

1. No unnecessary site disturbances shall be permitted within areas designated as steep slopes.
2. Disturbance of vegetation and movement of substrate will be minimized.
3. Lot configurations and building designs will be compatible with the topography (rather than relying on creating large, flat lots by land filling or blasting). Building heights and roof forms will conform, as far as possible, to pre-development topographic conditions and minimize visual impact.
4. Erosion control measures, during and after construction, will be specified in the permit.
5. Removal of vegetation, especially trees, will be minimized. A disturbed site will be revegetated as soon as possible using plant material indigenous to the site or other suitable non-invasive plants.
6. The Development Permit will document how the owner's desire to change the existing views will be balanced with the need to maintain the existing vegetation.
7. Drainage will not be altered in ways that increase or decrease the amount of runoff from the site. On-site infiltration of runoff from impermeable surfaces, such as roads, driveways, etc., will be encouraged.

11.4 Development Permit Area No. 2 – Water and Riparian Areas

Area Affected

All water and riparian areas, including lakes, watercourses, wetlands and areas within 30 metres (100 feet) of those features are designated as Development Permit Areas and are generally shown on Map 11.1.

Purpose

To regulate development adjacent to water features and riparian areas in order to protect against loss of property and to protect the ecological value of these areas.

Justification

The areas generally identified on Map 11.1 are important to the ecological integrity of the Highlands, and serve as stormwater storage and transmission areas and are critical to natural environmental values in the municipality. Some of these areas are in floodplains. Building of structures or roads, or substantial land clearing or disturbance in these areas could harm the functions of these water and riparian areas, and could constitute a risk to lives and property.

Guidelines

Development Permits issued in these areas shall be in accordance with the following:

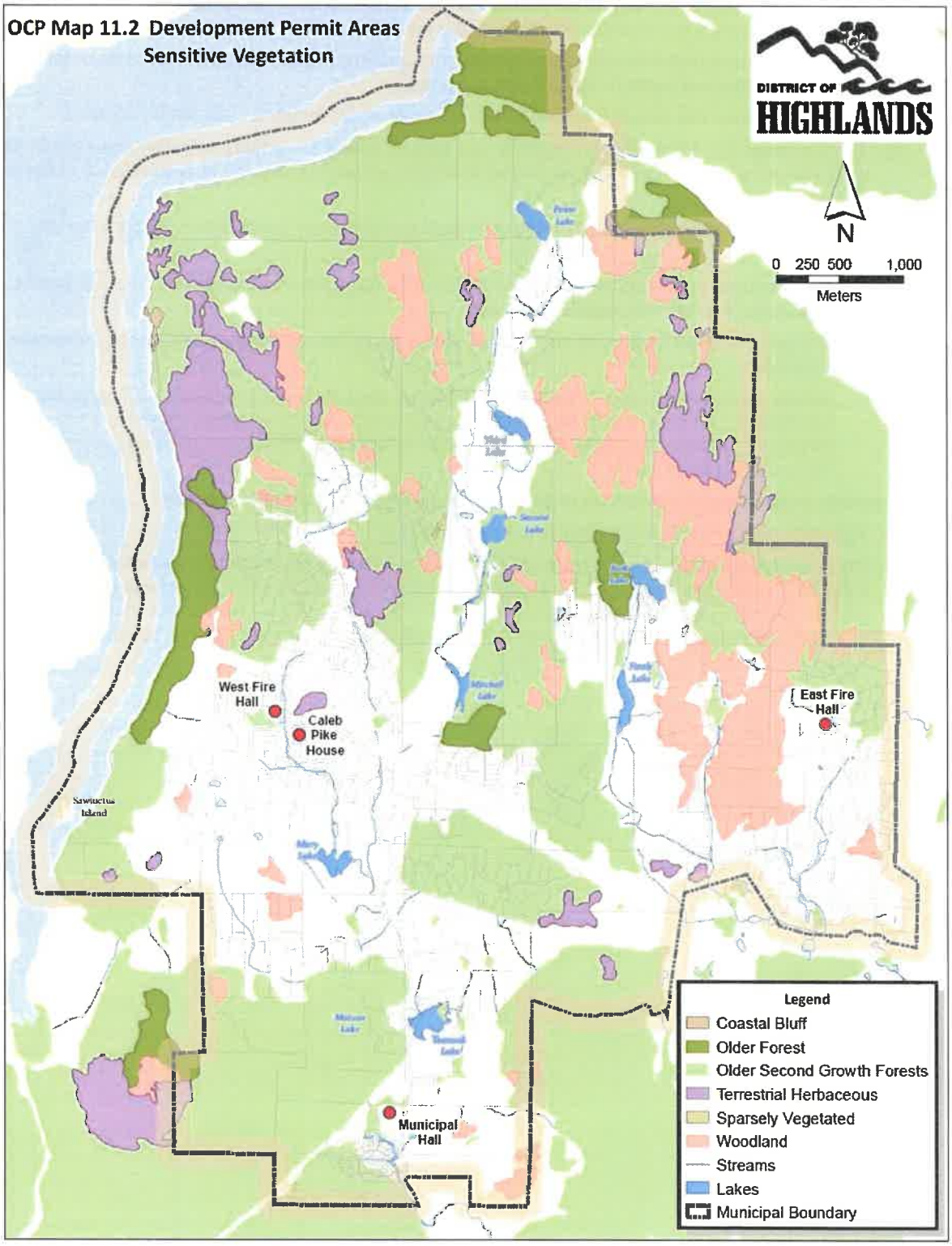
1. No unnecessary site disturbances shall be permitted within at least 30 metres (100 feet) of the top of bank of watercourses, or the natural boundary of lakes, wetlands, and other water features. Existing vegetation shall be maintained in order to control erosion, protect banks, protect habitat, and retain the natural character of water features. Outside agencies, such as Department of Fisheries and Oceans and BC Ministry of Environment, will be consulted where necessary.
2. No habitable buildings or other structures requiring foundations will be constructed, and no septic tanks or fields will be installed within at least 30 metres (100 feet) horizontal distance from the top of a bank of a watercourse or high water mark of water features, and within 15 metres (50 feet) horizontal distance of the natural boundary of an area subject to flooding.
3. Provision will be made and works undertaken to maintain the quality of stormwater flowing toward or in the identified water features, and to ensure that the volume and peak flow of runoff from a property is not increased by any development or land altering activity.
4. Vegetation appropriate and preferably indigenous to the site may be required to be planted on the site to reduce erosion risk, restore and enhance the natural character of the site, improve water quality, or to stabilize slopes and banks. A landscaping security deposit will be required to encourage compliance. Outside agencies, such as Department of Fisheries and Oceans and BC Ministry of Environment, will be consulted where necessary.
5. Removal of gravel, sand, soil or peat from streambeds, lakes, or wetlands and the draining, dredging, infilling, piping or dumping of materials will be strictly limited. Outside agencies, such as Department of Fisheries and Oceans and BC Ministry of Environment, will be consulted where necessary.
6. Modification of channels, banks, or shores that could cause environmental harm or significantly alter local hydrological conditions will not be permitted.
7. Pollutants, including pesticides and fertilizers, will be prevented from entering water features or wetlands by requiring the control of surface water drainage.

8. All new developments or modifications of existing developments will be required to prove to the satisfaction of the District of Highlands that the development will cause no increase in runoff compared to existing conditions of the site.
9. Non-point source pollution will be prevented from entering water features from residential or commercial developments or agricultural activities.
10. Facilities to allow the use of gasoline powered boats and floatplanes will not be allowed.
11. The Development Permit may designate and specify where necessary, a buffer zone within which land alteration or structures will be limited to those compatible with the characteristics of the water feature.
12. Development Permits issued with regard to road and driveway construction in this area will ensure that:
    a. Watercourse crossings are so located as to minimize disturbance of water feature banks, channels, shores, and vegetation cover.
    b. Bridges are used instead of culverts for crossings of fish-bearing watercourses, wherever possible.
    c. Where culverts are used, their size will be large enough to accommodate 100-year flood conditions. Culverts should be placed to allow unrestricted movement of fish in both directions. Where desirable, culverts may be designed to retard low flows and encourage in-stream storage of water.

In-stream work requires notification or approval under section 9 of the *Water Act*.

13. Watercourses should be left natural to protect habitat.
14. Should any application for changes to land within Highlands fall within the parameters of the BC Riparian Areas Regulation (RAR), an applicant will be required to furnish, at their expense, an Assessment Report certified by a Qualified Professional as defined by and meeting the intent of the RAR. All applications falling under the RAR will still be subject to Council review.

CONSOLIDATED


OCP Map 11.2 Development Permit Areas
Sensitive Vegetation
DISTRICT OF
HIGHLANDS
N
0 250 500 1,000
Meters
West Fire Hall
Caleb Pike House
East Fire Hall
Municipal Hall
Sawwuctus Island
Legend
Coastal Bluff
Older Forest
Older Second Growth Forests
Terrestrial Herbaceous
Sparsely Vegetated
Woodland
Streams
Lakes
Municipal Boundary

11.5 Development Permit Area No. 3 – Sensitive Vegetation

Area Affected

All known areas of sensitive vegetation are designated as Development Permit Area No. 3 and are generally shown on Map 11.2. Where there is a discrepancy between Map 11.2 and site conditions, site conditions will dictate whether a Development Permit is required. Please see descriptions of vegetation categories on page 18.

Purpose

- To regulate development in such areas in a manner that protects sensitive vegetation and ecological values.
- For the Older Second Growth Forest category: to regulate development in a manner that seeks to maintain the resource use values while minimizing the loss of ecosystem functions.

Justification

These are important vegetation communities that have been identified by the Sensitive Ecosystem Inventory. Maintaining this vegetation is important to the protection of habitat and the natural environmental character of the Highlands. Land clearing, tree cutting, construction of buildings or roads, or other site disturbance in these areas could harm their functions and value to the municipality.

The Older Second Growth Forest category noted on Map 11.2 represents an "important" ecosystem – as opposed to sensitive – as defined by the Sensitive Ecosystem Inventory Project. Because of this difference, management emphasis is less on protection and more on careful management of these lands. Lands in this category are subject to a Development Permit, but application fees will be waived for the Older Second Growth category. Applicants, whose site is within a residential use zone (RUZ), will not be required to furnish a professional report (unless extenuating circumstances present themselves), as it assumed that such considerations would have been taken into account when the RUZ was established. All others may be required to furnish an ecological inventory conducted by a qualified professional.

Guidelines

Development Permits issued in sensitive vegetation areas (that is, the "woodland," "terrestrial herbaceous," "sparsely vegetated," "older forest," and "coastal bluff," categories shall be in accordance with the following (for the "older second growth" category, please see Guideline #9):

1. No unnecessary site disturbances shall be permitted within areas designated as sensitive vegetation.
2. In treed areas, mature vegetation will be protected, as will under storey plants and immature trees.
3. The level of the land surface will not be changed in sensitive vegetation areas if such change could affect the health of vegetation or the ecological structure of plant communities.
4. Drainage will not be altered in ways that increase or decrease the amount of surface water or groundwater available to the sensitive vegetation.
5. Where necessary, provision will be made and works undertaken to maintain the quality of water reaching the sensitive vegetation.
6. Removal of gravel, sand, soil or peat in sensitive vegetation areas will be strictly limited.
7. The Development Permit may designate and specify where necessary, a buffer zone within which land alteration or structures will be limited to those compatible with the characteristics of the sensitive vegetation.

8. Planting of invasive non-native vegetation adjacent to or in designated sensitive vegetation areas will not be permitted.
9. Older Second Growth Forests Category – Only the following guidelines apply to the older second growth forest category:
    a. Where older second growth forests are adjacent to the sensitive ecosystems in Development Permit Area 3 (Sensitive Vegetation) and to riparian or wetland areas, options for conservation will be considered. In such cases, buffers of older second growth forest will be maintained as determined by a registered biologist. At the very least, site disturbances into such areas will be minimized.
    b. Loss of ecosystem functions will be minimized, while maintaining the resource use value of the property.
    c. Where such areas occur in isolation from other ecosystems, efforts should be made to retain the largest patches possible.
    d. Minimize edge effects by:
        i. Retaining patches of forest rather than isolated trees.
        ii. Treed areas should have the least possible amount of edge per unit area (i.e., should be as close to round as practical).
        iii. The windward edge should be smooth and in areas of deep soils and well rooted trees.
        iv. Edge stabilization treatments including feathering, sail pruning, topping, and removal of unsound trees should be used to ensure a windfirm edge.
    e. Manage recreational and livestock access to avoid damage to vegetation, soils and wildlife.
    f. Prevent disturbance of nesting and breeding areas.
    g. Control the introduction and spread of invasive plant species.
    h. Allow natural disturbances and successional functions and processes to occur.
    i. Infrastructure (including wells and septic fields) should avoid trees and their root masses that are to be conserved. Generally, staying back the distance equal to the height of a tree from its base or 15 metres, whichever is greater, will achieve this.
    j. Schedule land disturbance activities to avoid the spring nesting and breeding season for coastal wildlife.
    k. Design and implement appropriate sediment and erosion control measures.

11.6 Development Permit Area No. 4 – ~~Highlands Commercial/Industrial Gateway Area~~ Regenerative Development

Area Affected

Lands designated as "~~Commercial Industrial~~ Regenerative Development" on Map 2.1 are designated as Development Permit Area No. 4.

Purpose

~~To regulate the form and character of commercial and industrial development for the protection of the natural environment, its ecosystems, and biological diversity.~~

- To promote greenhouse gas emissions reduction.
- To promote energy and water conservation.
- To regulate the form and character of commercial and industrial development.
- To protect the natural environment, its ecosystems, and biological diversity.

Objectives

- Prioritize environmental restoration through well-designed redevelopment.
- Support regenerative site design and construction outcomes.
- Sensitive integration of new development with the existing community and environmental context.

Specific Exemptions

Development Permits are not required in Development Permit Area No. 4 for:

- Minor alterations to the design and finish of the exterior of a building or structure that do not change the character of the development.
- Buildings, additions, structures and equipment less than 10m^2 in floor area.

Justification

The main purpose of this Development Permit Area is to support climate action. Land uses, activities and on-site programming can impact the climate either positively or negatively. Integrating natural assets and ecological values in any development proposal is critical. Moreover, facilitating developments that utilize innovative technologies to reduce greenhouse gas emissions and conserve energy and water is also key to climate action.

This development permit authority supports the provincial government's broader action on climate change, including the requirement for local governments to have greenhouse gas reduction targets and policies and actions in official community plans and regional growth strategies and help meet their B.C. Climate Action Charter commitments.

Additionally incorporating the Form and Character Guidelines into a project's design will encourage the creation of contextual and compatible architecture, high-quality pedestrian realms, and sustainable and resilient design, and will contribute to placemaking and design excellence in Development Permit Area No. 4.

~~The main purpose of this Development~~ Permit area is to ~~encourage well-designed places of business and employment.~~

~~Industrial and commercial land uses are an important part of the local economy and should be well designed as a gateway feature to the community, to reduce its impact along roads and from adjacent non-industrial zoned properties. Careful control of land development, buildings and landscaping is needed to protect the aesthetic qualities of the area, and to ensure that development is in harmony with the rural~~

~~character of the Highlands.~~

~~Outdoor lighting can seriously impact upon night sky both in terms of being a source of light pollution, and in terms of interfering with astrophysical research. Outdoor lighting should be regulated to control the quantity and quality of light in order to help mitigate against these impacts.~~

~~Objectives~~

- ~~To integrate new industrial development with the character of its surrounding area through quality architecture, landscaping, and appropriate site arrangement.~~
- ~~To promote new industrial development, which is designed in a manner that creates an attractive area for business investment, that provides a desirable place of employment and that has minimal negative impact on the surrounding areas and the natural environment.~~

~~Specific Exemptions~~

~~Form and Character Development Permits are not required in Highlands Commercial/Industrial Gateway Area for the following activities:~~

~~i. internal alterations to a building or,~~
~~ii. minor alterations to the design and finish of the exterior of a building that does not change the character of development.~~

Guidelines

~~Form and Character~~ Development Permits issued in ~~the Highlands Commercial/Industrial Gateway Area~~ Development Permit Area 4 shall be in accordance with the following ~~g~~Guidelines:

Sustainability, Ecology, and Rewilding

1. Prioritize the use of previously disturbed sites and preserve sensitive ecological areas, such as forests with mature trees, rocky outcrops, creeks, and wetlands.
    a. Establish buffer zones or areas of non-disturbance which will remain free of development and prevent built-environment encroachment on natural areas.
2. Incorporate landscaping that prioritizes native and adaptive non-native plant species and provides a wide range of food sources for insects, birds, and other wildlife.
    a. Clearly define ecological restoration strategies that account for the surrounding ecosystem and the impacts of past site disturbances.
    b. Consider additional habitat restoration strategies, such as nesting boxes, green roofs, bioswales, and rewilding.
3. Establish wildlife corridors and exterior green infrastructure to connect fragmented habitats and promote biodiversity.
4. Minimize grading and excavation to reduce soil erosion and habitat disruption.
5. Implement soil erosion and sediment control measures to prevent site degradation during and after construction activities and to protect surface and groundwater quality.
6. Utilize strategies to control and eradicate invasive plant species including monitoring native species over time.

Stormwater Management

7. Use primarily landscape-based stormwater management best practices, such as rain gardens, swales, permeable surfaces, and green roofs, in order to:
    a. Mitigate the impacts of past site disturbances.
    b. Minimize the effective impervious area (EIA) on site.
        i. Best practices suggest an EIA target of less than 10% of the total site area.
    c. Protect and enhance surface water and groundwater quality and quantity.
    d. Manage average rainfall events.

e. Limit underground stormwater management systems.

8. Plant native and adaptive non-native drought-tolerant trees and plant species that are resilient to future climate projections and that maximize ecosystem services.

Energy Efficiency

9. Use exterior design strategies to enhance buildings' energy efficiency and performance, such as:
    a. Designing buildings with a simplified form, using simple shifts in massing and fewer complex junctions to minimize building envelop heat loss.
    b. Using heat exchangers and/or similar technologies for heating and cooling.
    c. Employing passive solar design strategies, such as exterior shading devices, to optimize solar gain in winter (and less in summer).
    d. Optimizing natural ventilation opportunities.
10. Design buildings to include or be 'ready' for on-site exterior renewable energy systems by including, for example:
    a. On-site power generation (e.g., solar photovoltaics) and battery storage.
    b. Conduit from electrical panels to rooftop areas for solar panels.
    c. Adequate space and structural support for the future installation of, for example, solar photovoltaic panels and battery storage.
11. Use durable exterior designs to extend the lifespan of buildings and reduce the need for frequent replacements.
12. Maximize the use of healthy and non-toxic finishes on buildings' exteriors.

General Architectural Design

~~1.~~ (Similar to new #24) ~~All buildings, structures and additions should be designed in a manner which gives consideration to the relationship of adjacent buildings, open areas, the efficiency of the circulation system, and compatibility with surrounding development. Any upgrades or new developments should demonstrate a net environmental benefit.~~

~~2.~~ (Similar to new #14 and16) ~~Buildings shall be designed to exhibit a cohesive appearance of natural building materials and architectural character. Consider providing skylights, varied roof forms or other elements to visually express interior spaces or functions. Also consider using architectural elements, materials, finishes, glazing, and textured surfaces.~~

~~3.~~ (Similar to new #11) ~~Structures shall be constructed of durable materials. Materials should be chosen for ease of maintenance. Except where a visual accent is warranted, muted colours chosen from a palette representative of Highland's natural surroundings should be used.~~

Where appropriate and relevant to the use and function of the building:

13. Orient primary building façades and entries to the fronting street or open space to create street edge definition and activity.
14. Locate and design windows, balconies, and street-level uses to create active frontages and 'eyes on the street' with additional glazing and articulation on primary building façades.
15. Design buildings and site features to the human scale through the use of exterior architectural features, details, and site design elements that are human-proportioned and oriented toward pedestrian activity.
16. On larger sites, seek to create a unified and cohesive appearance and architectural character while introducing variation in façade treatments.
17. Use muted colours chosen from a palette representative of Highland's natural surroundings where a visual accent is warranted to optimize energy efficiency.
18. Provide weather protection for high-use areas, such as primary building entrances, exterior stairs, and active building frontages.

19. If high use, public spaces are created, consider integrating public art on-site to generate interest and activity and reflect the unique natural, Indigenous, industrial, or settler history of the Highlands.
20. Where possible, use site planning and landscape design to minimize noise impacts.
21. Employ wayfinding, lighting, and universal accessibility principles to appropriate site areas, such as primary building entrances and pedestrian routes.
22. Design building entrances to be well-defined, visible, and clearly lit.

Site Planning

23. Ensure that site planning and design achieve favourable microclimate outcomes through strategies such as:
    a. Locating outdoor spaces to maximize sunlight throughout the year.
    b. Planting both evergreen and deciduous trees to provide a balance of shading in the summer and solar access in the winter.
    c. Using building mass, trees, and planting to buffer winds.
24. Design buildings, structures, and additions with consideration for the relationship of adjacent buildings, open areas, the efficiency of the circulation system, and compatibility with surrounding development.
25. Site and design buildings visible from roads so that their office and/or retail portion of the building is oriented towards the road.
26. Integrate loading areas into the design of the building.
27. Locate accessory uses (such as loading, garbage collection, utilities, and parking access) away from public view and not in conflict with public circulation patterns.

Landscape Design and Open Space

28. Use Crime Prevention through Environmental Design (CPTED) principles to support public safety through the use of appropriate lighting, visible entrances, opportunities for natural surveillance, and clear sight lines for pedestrians.
29. Avoid blank, windowless walls along streets or other public open spaces.
30. Where large retaining walls are unavoidable, utilize terracing with integrated landscaping, including regularly spaced trees/hedging along the base that covers 75% or more of the visible portion of the wall from public spaces.
31. Design attractive, engaging, functional and efficient on-site exterior open spaces.
32. Use landscaping as a privacy buffer and define private, semi-private, common/shared, and public outdoor areas.
33. Integrate Pest Management measures for landscape design and maintenance.
34. Design communal outdoor areas to foster social interaction and a sense of community and provide outdoor employee amenities area such as lunch and break areas.

~~***Scale***~~

~~4.~~ (Similar to new #15) ~~A human scale should be respected where buildings and other structures face a road. This shall be expressed in window size, sill heights, door shelters, and soffit heights. Designs should capitalize on dramatic architectural elements such as towers or mechanisms relating to use or processes associated with the business.~~

~~***Massing***~~

~~5.~~ (Similar to new #9) ~~Buildings should be stepped to follow the topography of the site. The massing of buildings should be broken up, by stepping back portions of the front building façade. Continuous, uninterrupted, building facades should be avoided.~~

Maintain View Corridors

6. Buildings should be designed to maximize views beyond and between buildings.

Entrances

7. (Similar to new #22) Building entrances shall be well defined, visible, and clearly lit. Main entrances shall face the road or entrance driveways, and should be designed and located so that they can be clearly identified from roads or entry driveways.

Visibility from Roads

8. (Similar to new #25) Buildings visible from roads should be sited and designed so that the office and/or retail portion of the building is oriented towards the road.

Loading Areas to be Integrated with Overall Design

9. Loading area design shall be integrated into the design of the building. High quality material and non-bright colours shall be used for loading doors.

Fencing

10. (Similar to new #43) Where fences are used, they should be solid or a combination of solid and lattice design. The design of the fence, elevation, and related construction details shall be submitted as part of a landscape plan. Black chain-link fencing may be used where enhanced by vegetative screening.

11. (Similar to new #42) Fences shall be constructed with all components of sufficient size and strength to prevent sagging, and constructed to minimize rot. Along sloping ground, the top of wood fences shall be horizontal with vertical drops at the posts.

Signage and Lighting

12. (Similar to new #44) Signs may not contain or utilize any flashing, blinking intermittent or moving light as a source of illumination. The form of signage should be identified in the design expressed in the Development Permit application.

13. (Similar to new #45) All signage should be located below the roofline and be integrated with the building façade through colour and graphic style.

14. (SImilar to new #46) Externally illuminated signs, including commercial billboard, building identification, or other similar illuminated signs, shall comply with the following:

    (i) Top mounted light fixtures shall be fully shielded;

    (ii) When top mounted light fixtures are not feasible, visors or other directional control devices shall be used to prevent spillage of light into the night sky.

15. All architectural or decorative lighting shall be turned off between 2300 hours or the closure of the business or facility to the public, whichever is later, and sunrise. This shall be accomplished by automatic timing devices unless the irregular schedule of the business or facility makes this impractical.

16. Parking lots shall have adequate pedestrian scaled directional signs for visitors, delivery vehicles and employees. The sign shall not exceed 4 feet in height or 8 square feet in surface area.

17. (SImilar to new #46) Exterior lighting should be downcast and directed away from residential areas. On-site lighting and signs should not produce glare on neighboring roads, properties, or the night sky. To minimize this impact, fully shielded high-pressure sodium luminaires positioned not higher than 4.88 meters (16 feet) above ground level, with 0% up light, should be used. Applicants will be requested to provide information indicating that the lighting plan has been considered and approved by the Dominion Astrophysical Observatory.

18. (Similar to new #28) Vehicular and pedestrian access and entries should be illuminated in a manner that facilitates visibility and security. Security lighting should have armoured housings.

44. Signs may not contain or utilize any flashing, blinking intermittent or moving light as a source of illumination.
45. Locate signage below the roofline, and integrate signage with the building façade through colour and graphic style.
46. Integrate dark sky principles across site and building designs.
    a. Ensure top-mounted light fixtures are fully shielded and directed away from residential or wildlife areas.
    b. When top-mounted light fixtures are not feasible, use visors or other directional control devices to prevent spillage of light into the night sky.
    c. Ensure on-site lighting and signs do not produce glare on neighbouring roads, properties, or the night sky.

Parking

47. Avoid locating off-street parking between the front façade of a building and streets, open spaces, or pedestrian circulation routes.
48. Where appropriate, divide large parking lots into smaller parking areas with well-integrated landscape pockets to avoid large expanses of paved areas and to provide easy accessibility to buildings.
49. Where practical, utilize landscaped swales adjacent to parking areas to maximize canopy coverage and provide cooling, GHG capture, air quality enhancement, urban habitat, stormwater capture, filtration, and infiltration.
50. Consideration may be given to the replacement of parking stalls with transportation demand management practices (e.g., transit passes, carshare) as recommended by a Parking Study.
51. Where appropriate to site uses and activities, provide secure, weather-protected bicycle and human-powered vehicle parking and amenities, including:
    a. Covered short-term parking in well-lit and highly visible locations, such as near primary building entrances.
    b. Facilities such as showers and lockers to support cycling and other forms of active transportation.
    c. Ample space and consideration for cargo bikes and other larger forms of human-powered vehicles

~~19. Vehicular and pedestrian circulation within all sites will be designed to function in a safe and efficient manner.~~

~~20.~~ (Similar to new #48) ~~To avoid large expanses of paved areas and to provide easy accessibility to buildings, large parking lots should be divided into smaller parking areas and have well-integrated landscaped pockets.~~

~~21.~~ (Similar to new #50) ~~In cooperation with the District and BC Transit, consideration may be given to the replacement of parking stalls with the provision of transit passes.~~

~~Perimeter Screening Treatment~~

~~22.~~ (Similar to new #40) ~~Perimeter landscaping of similar character shall be integrated with the natural landscape and the landscaping of adjacent development for streetscape continuity.~~

~~23.~~ (Similar to new #41) ~~A wide natural buffer shall be maintained along Millstream Road, and additional landscape treatment and berming are encouraged to attenuate noise, improve aesthetics, and reduce impacts of noise, odour, or shadow. Chain-link fencing is discouraged.~~

Screening and Fencing

~~24. Storage areas should be visually screened from roads by berming and dense landscaping, or should be designed and finished in a manner consistent with the principal building.~~

~~25.~~ (Similar to #37 and 38) ~~Outdoor storage of equipment or materials should be placed at the rear of the site and/or screened from surrounding roads and adjacent non-industrial uses by landscaped berming, solid screen fencing or other acceptable design.~~

~~26.~~ (Similar to #36) ~~Service areas, dumpsters and garbage containers, recycling containers, and utility kiosks shall be integrated into the landscape and screened by fences, walls, gates or landscaping from public view. Screening should be constructed of a similar design, fashioned from similar materials and finished with similar colours to those used in the primary building.~~

~~27.~~ (Similar to new #35) ~~Garbage and recycling materials shall be stored in containers which are weatherproof, non-combustible and animal-resistant within the boundaries of each site, and shall be visually screened from all adjacent sites and roads.~~

35. Garbage and recycling materials should be in containers that are weatherproof, non-combustible, and animal-resistant within the boundaries of each site.
36. Integrate service areas, dumpsters and garbage containers, recycling containers, utility kiosks and areas, and service or mechanical apparatus into the landscape or exterior building design and screen with fences, walls, gates, or landscaping from public view.
    a. Ensure these areas do not impact public open spaces or pedestrian pathways.
    b. Ensure these areas are clearly shown on site plans.
37. Locate mechanical equipment, such as the outdoor components of heat pumps and air conditioners, vents, and service areas to minimize impacts on adjacent residential buildings by avoiding proximity to windows, doors, and usable outdoor spaces.
38. Design buildings to ensure that adjacent residential properties have sufficient visual privacy (e.g., by locating windows and balconies to minimize overlook and direct sight lines into adjacent units) and protection from light trespass and noise.
39. In cases where publicly visible parking is unavoidable, screen parking using strategies such as:
    a. Landscaping and tree planting space.
    b. Trellises.
    c. Grillwork with climbing vines.
    d. Other attractive screening with some visual permeability.
    e. Incorporating a buffer or setback from the public to adjacent neighbourhoods.
40. Integrate perimeter landscaping of similar character with the natural landscape and the landscaping of adjacent development for streetscape continuity.
41. Maintain a wide natural buffer along Millstream Road, and additional landscape treatment and berming to attenuate noise, improve aesthetics, and reduce impacts of noise, odour, or shadow.
42. Fence designs will be appropriate to their function and location, with consideration for both landscape design and sustainability principles.
    a. Where appropriate (e.g., perimeter lot fences), fences should be designed to facilitate the movement of wildlife (e.g., with a small gap at ground-level).
    b. Fences visible to the public should be screened by landscaping.
    c. Materials will be of sufficient quality, size, and strength.
43. Fence designs – including elevations, materials, and related construction details – will be submitted as part of a landscape plan.

~~Transit Considerations~~

~~28.~~ (Similar to new #54) ~~Design should support transit opportunities, such as locating close to transit use, walkways to transit, bus shelters, bike lockers, and provision of park and ride facilities.~~

Transportation and Mobility

52. Provide electric bicycle and vehicle charging infrastructure in line with District, Regional, or Provincial requirements and best practices.
53. Where appropriate to site uses and activities, create enhanced pedestrian routes, including weather protection on buildings and street frontages.
54. Provide support for car-share, carpool, bike-share, and other transportation-sharing models.

11.7 Development Permit Area No. 5 – Intensive Residential

Area Affected

All areas designated Intensive Residential on Map 2.1 are designated as Development Permit Area No. 5 in order ensure that development occurs in a manner that is consistent with the guidelines of this section.

Purpose

The intent of establishing this DPA is to regulate development in a manner that creates an attractive area for intensive residential development and protects the natural environment.

Objectives

- To regulate development in a manner that protects the integrity and ecological value of natural areas, and promotes the rural quality of the Highlands.
- To regulate development in a manner that creates an attractive area and a desirable place for residences with minimal impact on the environment and surrounding areas.

Justification

All areas designated Intensive Residential on Map 2.1 are also designated as Development Permit Areas to encourage well-designed places of residence, and accommodate the development of various types of residential housing.

Maintaining native vegetation, wildlife habitat and water features is important to the protection of the natural character of the Highlands. Building of structures or roads, or substantial land clearing or disturbance could harm the functions of these natural areas, and diminish their rural character.

Careful control of land development, buildings and landscaping is needed to protect the aesthetic qualities of the area, and to ensure that development is in harmony with the rural character of the Highlands.

Guidelines

Development Permits issued in this area shall be in accordance with the following guidelines:

General

1. Areas to be retained in a natural state will be identified by plan and demarcated on site.
2. Clustering of housing is encouraged and will promote screening by native vegetation and/or topography.
3. Development plans will incorporate natural features. All site conditions will be carefully examined before determining building locations, access and open green space areas. Wherever feasible, existing features and habitat should be retained, and where appropriate enhanced.
4. All designs should support public transit.

Landscaping and Vegetation Treatment

5. Disturbance of vegetation in natural areas will be minimized.
6. Natural grades will be maintained within and adjacent to natural areas and where vegetation is to be retained.
7. Natural drainage patterns will be maintained within and adjacent to natural areas and where vegetation is to be retained.
8. Limited tree and vegetation removal will be considered in designated natural areas to allow lighting into residential areas. Vegetation removed will be replaced by new plantings elsewhere on the property.
9. Landscaping will be used to integrate residential development with the natural environment and unify areas of the site.
10. For all projects the developer will be required to submit landscape plans prepared by a Landscape Architect registered within the Province of BC. Landscape plans will address the retention of existing vegetation and natural features, the stabilization and rehabilitation of disturbed areas, the treatment of common areas, and aquatic and riparian enhancements.
11. Plant materials and maintenance methods will emphasize species that are drought-tolerant and enhance wildlife habitat. Indigenous native plant species will be used where possible.
12. Permanent screening (by landscaping or solid structure) will be provided for each residential lot, to screen back yards.

Land Alteration

13. The individual lots, buildings, streets and parking areas shall be designed and situated to minimize alteration of the natural site features.
14. All areas proposed for land alteration shall be clearly demarcated by plan, and flagged on-site, prior to approval of the Development Permit. Land alteration activities will be limited and no unnecessary site disturbances shall be permitted.
15. Erosion control measures, during and after construction, will be specified in the permit.
16. Cut and fill slopes will be stabilized and revegetated immediately following construction.

Water Quality and Drainage

17. The quality of groundwater and surface water will be maintained through the employment of systems which encourage direct infiltration of surface water, by limiting the extent of impervious surfaces, and by incorporating sediment control features that limit the offsite transport of sediments directly into a watercourse or wetland. Rainwater harvesting is encouraged.
18. The quality of stormwater flowing toward or in water features or other sensitive vegetation will be maintained or improved, and the volume and peak flow of runoff from a property will not be increased by any development or land altering activity.
19. Measures to conserve domestic and irrigation water will be identified and encouraged.
20. Measures will be identified and undertaken to prevent pollutants and nutrient-rich run-off water from entering ground water, surface water and sensitive vegetation.
21. Prior to the issuance of a Development Permit for any development, reports and plans prepared by a qualified professional consultant (R.P.Bio) will be provided to document the impact of the proposed development on riparian areas, and provide recommendations for development impact mitigation and enhancement of the riparian areas.
22. Development will not be located within poorly drained areas.

Green Space Areas

23. Green space areas will be identified for conservation and/or enhancement, and these areas will be clearly designated on a plan and where appropriate, permanently demarcated on-site.

24. Green space areas will be provided for the enjoyment of residents and will encourage walking, outdoor play, vegetable gardening and other outdoor activities that lend to the enjoyment of the property.
25. Some portions of green space areas will be used for recreation vehicle, boat and visitor parking. All parking areas shall be in designated locations and suitably screened.

Architectural Form and Character

26. High quality architectural design, which promotes the use and/or appearance of natural building materials and common design elements will be required for all new developments.
27. Common building materials may include wood cladding, large timbers and stone. Building materials should be selected to ensure long-term durability and an appearance of solid, quality construction. The use of masonry or clay tile and stucco will not be permitted.
28. Common design elements will include gable roofs with uniform materials and pitches, porches and front facades with stepped-back portions.
29. Buildings will be stepped to follow the topography of the site.
30. Substantial grade changes should be accommodated through the use of a series of smaller retaining walls. Visible faces of retaining walls should have a textured finish or architectural treatment. The use of rock will be encouraged.
31. Stepping back portions of the front building façade should break up the massing of buildings. Continuous, uninterrupted, building facades should be avoided.
32. Building entrances should be well defined, visible, and clearly lit. Main entrances should face the public road.
33. Outdoor lighting should be low level and direct illumination downward. Lighting fixtures shall be of a decorative bollard type, with a maximum height of 1100 mm above ground.

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11.8 Development Permit Area No. 6 – Promotion of Energy and Water Conservation and the Reduction of Greenhouse Gases

Area Affected

Pursuant to the provisions of the Local Government Act, all lands shown on Map 2.1 are designated as Development Permit Area No. 6 in order to ensure that development occurs in a manner that is consistent with the guidelines of this section for the promotion of energy and water conservation and the reduction of greenhouse gases (GHGs).

Circumstances Affected

- Any construction requiring a building permit for a building, or an addition, 50m^2 or larger once completed
- Any development requiring a Development Permit
- Subdivision of land

Showing its support for sustainability and development of innovative climate adaptation technologies, the District will charge no fee for this development permit on its own. The intent is that an applicant would direct that money toward development choices that, to the best of their ability, accomplish the purpose of this Development Permit area. Potential charging of a fee will be reviewed in successive OCP updates.

Purpose

The intent of establishing this Development Permit Area (DPA) for the entire Distirct of Highlands is to regulate development in a manner that conserves energy and water and reduces greenhouse gas (GHGs) emissions.

Objectives

- To guide development in a manner that conserves energy and water.
- To guide development in a manner that reduces greenhouse gas (GHGs) emissions.

Justification

It is in the community interest that all new development and significant redevelopment should be consistent with the community's vision and goals for energy and water conservation as well as the reduction of greenhouse gases for the following reasons:

a. The construction and operation of buildings has a substantial impact on the natural environment and collectively produces a significant contribution to the municipal carbon footprint.

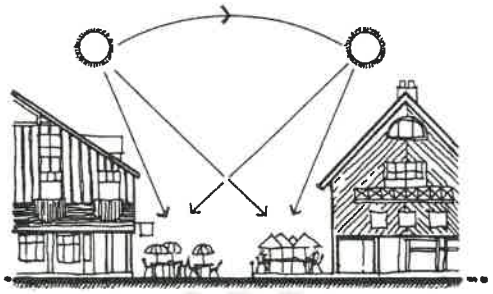
b. The community has committed to reducing its total GHG emissions from 2007 levels accordingly: 9% reduction by 2020; 26% by 2030; and 80% by 2050. These reductions will be achieved through the combined impact of local government influence (land use and transportation planning, development/building guidelines as well as waste reduction strategies), as well as the programs and initiatives of both senior levels of government and progressive partnerships in the broader community.

c. Encouraging the development and building community to integrate measures designed to reduce a building's impact on the environment is an important step for reducing the portion of Highlands' energy consumption and GHG emissions attributable to the construction and operation of our built environment.

d. Water-saving measures are encouraged to reduce the potential for negative impacts on local hydrological cycles and ecosystem function.

Guidelines

The guidelines are intended to meet the ***Objectives*** and should be considered collectively, choosing the best "mix" for each unique situation.



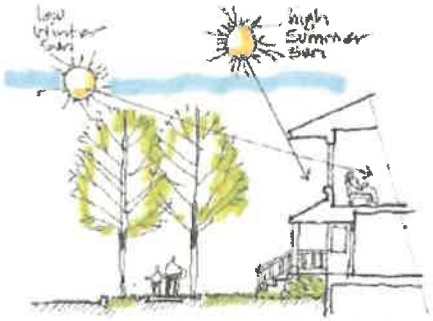
FOR BUILDINGS: ENERGY CONSERVATION

Building Orientation and Access to Sunlight

a. Buildings should be located, oriented and designed to facilitate the retention of passive solar heat (e.g. larger south facing and smaller north facing windows), reduce heat loss and support natural ventilation.

b. Whenever possible encourage building massing/shape to improve the passive solar performance of the structure, recognizing that a more compact form and a longer shape along an east/west axis is more appropriate for maximizing passive heat gain.

c. Reduce the energy consumption of electric lighting by maximizing opportunities for the distribution of natural daylight into a buildings' interior spaces (excluding the use of skylights).



d. Avoid the use of heavily tinted or reflective glazing that reduces solar heat gain but also reduces the penetration of daylight.

e. Placement and retention of deciduous trees is encouraged such that these trees provide summer-season shading, and winter-season solar access.

f. Encourage the design of on-site landscaping and screening to minimize negative shading impacts on the potential for solar thermal or photovoltaic systems.

Roof Design

g. Roof overhangs and window placement should be coordinated to provide cooling and shade during the summer and solar access for passive heating in the winter.

h. Roof surfaces should be designed to accommodate solar energy collection devices.

i. Skylights are only encouraged if the benefit of natural daylight penetration is sufficient from an energy perspective, to outweigh their heat loss due to low insulation value.

j. Consider light tubes as a passive light source, without unwanted solar gain or heat loss.

k. Green roofs are especially encouraged where they can be shown to reduce heating and cooling needs, enhance biodiversity, reduce fire hazards, or realize other benefits.



Efficient and Renewable Energy

l. For alternate wall systems designed to achieve higher "R" values or higher thermal mass than the standard in the BC Building Code, calculation of the total floor area should not include additional wall thickness used to compensate for higher levels of insulation.

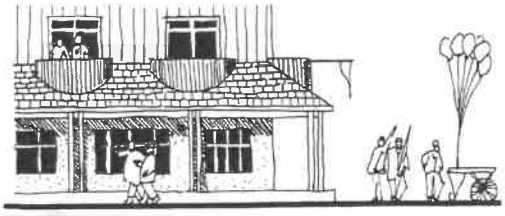
m. Strongly support the installation of on-site renewable energy systems wherever feasible (e.g. solar thermal hot water, solar photovoltaic (PV) panels, low-noise heat pumps, and low-noise micro turbines).

n. Design mechanical systems to enable interconnection with future sustainable energy systems. For example, this means a conduit to allow for solar or wind power installations, or district energy systems (within the Highlands Servicing Area).

o. Encourage the recovery of available waste heat resources as a strategy to preheat incoming ventilation or domestic potable water supply.

Outdoor Areas

p. Snow management should be premised on sound design principles and not be reliant on the integration of heat trace devices. Heated driveways, stairs, or pedestrian walkways are discouraged, where not justified to accommodate people with mobility challenges.



q. While still supporting safe pedestrian mobility, all outdoor lighting should minimize wattage and be directed downward with full cut-off fixtures.

r. The control of all outdoor lights with motion detectors or timers is encouraged.

s. Outdoor lighting should be well designed to protect natural night skies and avoid light pollution.

Materials Management

t. Recycling infrastructure and animal-proof storage areas are encouraged, especially for composting and organics recycling.

u. Reuse existing building materials where practical.

v. Wherever practical, new building materials should be:

   a. Sourced locally or regionally to reduce transportation requirements whenever possible,
   b. Durable for the intended use and last for the life cycle of the building, and
   c. Non-toxic (in manufacturing process and once in use).

w. Encourage construction waste diversion planning as part of the development process, including the identification of designated areas for the collection of recyclable materials during construction.

Preferred Transportation Choices

x. Design which includes bicycle storage and easy access racks is encouraged.

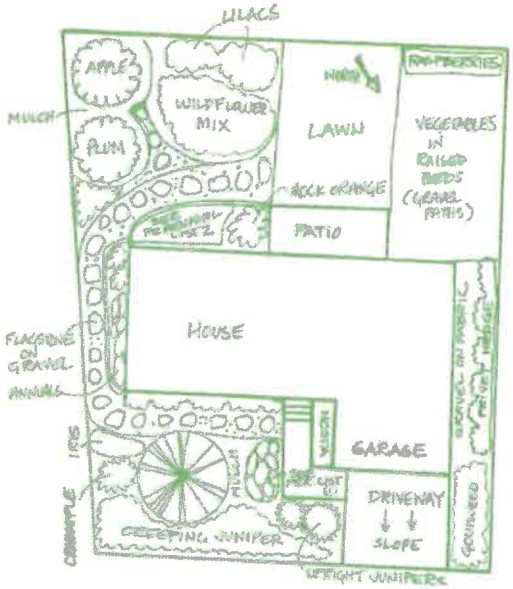
LANDSCAPING: WATER CONSERVATION

a. Landscaping design should preserve existing native vegetation, and use non-invasive plant species suited to the local climate, requiring minimal irrigation. Measures should include:

   i. Incorporating drought-tolerant, native plants and other xeriscaping techniques to minimize the need for landscape irrigation.

   ii. Maximizing the use of topsoil or composted waste for finish grading to assist in infiltration and to increase the water holding capacity of landscaped areas (30cm is the recommended minimum).

   iii. Maximizing the use of mulch layers above soil for all landscape planting areas; and utilizing rainwater capture systems for appropriate end uses where possible.



Xeriscape brochure, City of Kamloops

b. Incorporate edible landscaping where possible.

c. Use or manage stormwater and building water discharge on site. Site and building design measures should include:

   i. Maximizing pervious surfaces to enhance stormwater infiltration opportunities by reducing building footprints, paved parking areas and pedestrian pathways.

   ii. Incorporating stormwater capture and storage measures including bioswales and rain gardens for infiltration.

d. Utilize automated control systems where temporary or permanent mechanical irrigation systems are required.

FOR SUBDIVISION: ENERGY CONSERVATION AND GHG REDUCTIONS

Parcel Orientation and Access to Sunlight



a. Parcels should be subdivided and oriented to take advantage of opportunities for improving passive solar heating, reducing heat loss and supporting natural ventilation. Plans need to explain how these aspects are achieved.

b. Lot layout should minimize negative shading impacts on surrounding properties.

c. Whenever possible encourage lot layout permitting building massing/shape to improve the passive performance of the structure, recognizing that a more compact form and a longer shape along an east/west axis maximizes passive heat gain.

Renewable and Alternative Energy

d. Encourage lot layouts that enable interconnection with future District energy systems in those areas identified as having potential for such systems.

Preferred Transportation Choices

e. Neighbourhood design and subdivision layout needs to include human/active transportation choices such as short pedestrian connections to adjacent roads.

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Chapter 12 – Plan Implementation

The implementation of this plan depends on the decisions and actions of individuals, businesses, the District of Highlands, and other levels of government. The District's means of implementing the plan include the land use (zoning) bylaw, subdivision regulations, Development Permits, fiscal programs to support land acquisitions, covenants and rights of way.

While the Local Government Act does not require the District to commit or authorize any specific project set out in the plan, it does indicate that all decisions should be consistent with the plan.

Plan Implementation – Objectives

- To carry out and enforce the policies outlined in this plan.
- To consult with affected and interested parties during the implementation of this plan.
- To implement actions that will move Highlands toward the shared vision articulated in the *Sustainable Highlands* ICSP.

Plan Implementation – Actions

The plan identifies a number of actions to be undertaken or initiated by the District. These actions will be implemented through a number of methods:

1. Alignment of decisions and actions with the *Sustainable Highlands* ICSP through:
    a. Use of the Decision-Making Framework
    b. Progress monitoring
    c. An annual review process
2. Enactment and enforcement of District Bylaws
3. Work of:
    a. District Staff
    b. District Works and Services
    c. Other Levels of Government
    d. Non-Governmental Organizations

Appendix A – Public Amenities

Since its incorporation, the District of Highlands has used the density bonusing provisions of the Local Government Act in order to acquire public amenities, including financial contributions. Policy 2.2.17 of this plan states that:

> "Public amenities may be offered through rezoning to justify an increase in density. Such amenities must be beneficial to the wider community, as well as the proposed development, and may be offered in recognition of the increased value of land resulting from rezoning."

The basic premise of density bonusing is that the value of the additional density should be shared between the community and the developer. Negotiating public amenities as part of the development approval process may be a "win-win" arrangement, in which the community benefits from acquiring the amenity and the developer benefits from the value of the additional lots or units and from the increased values associated with having amenities on or near the development site.

a.1 Public Amenities

For the purposes of future applicants for development proposals that exceed the density policies of this plan, the following is a list of amenities that will be considered by the District in exchange for additional density. These are not in order of priority. The applicant may suggest other amenities.

1. Fire protection services
2. Protection of sensitive 'high value' environmental areas by covenant
3. Additional road corridor dedication, construction, or improvement
4. Additional dedication, construction or improvement of roadside trails
5. Installations of apparatus or equipment which make significant contributions to the conservation of water and energy, renewable energy generation or the reduction of greenhouse gas (GHG) emissions
6. Built space for child day care or elderly adult day programs
7. Additional park land for District purposes
8. Construction of Council Chambers and a community hall
9. Land and construction of recreational facilities, such as a major playfield
10. Construction of affordable or special needs housing units
11. Bus shelters, bike lockers and park and ride facilities
12. Electrical vehicle charging stations
13. Payment into a reserve fund specifically set aside for a particular amenity

a.2 Procedures for Consideration of Density Bonusing

1. Each proposal will be evaluated through a process that includes public participation, usually rezoning, and will be assessed upon its own merits. Highlands Sustainability Appraisal Form Policy – an implementation tool of *Sustainable Highlands* – and the District's Amenity Rezoning Considerations Policy provide criteria to help assess applications. This criteria may include:
    - characteristics of the site where the amenity could be provided
    - characteristics of the development site (size, development capacity and feasibility, water supply, traffic, etc.)
    - long-term costs to the municipality, neighbourhood(s)

- characteristics of surrounding neighbourhoods, land uses, and environmental features
- the size, type, and timing of the proposed amenity and the proposed development
- the monetary value of the amenity
- the desires of the residents of the surrounding neighbourhood

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Appendix B – Glossary

Technical words and terms used in the OCP are included in this glossary.

"Affordable Housing" means housing where the rent or mortgage plus taxes is 30% or less of the household's gross annual income.

"Amenity" means a feature that adds to the physical, aesthetic, or functional appeal of a particular site, neighbourhood or the community in general. In Highlands, the exchange of an amenity for additional density may be considered (refer to Appendix 3 for specifics).

"Agriculture" refers to crop-based agriculture, horticulture, animal husbandry, apiaries, orchards, tree farms, and nurseries.

"Biodiversity" applies to all varieties of life and their processes. Biodiversity encompasses the full range of natural variability, including genetic diversity, species diversity and ecosystem diversity.

"CEEI" stands for, "Community Energy and Emissions Inventory," which refers to energy consumption and greenhouse gas emissions from community activities in on-road transportation, buildings and solid waste.

"Depleted Extractive Areas" refers to sites within the Industrial designation which are currently used for extraction of sand and gravel resources and are intended to be restored upon depletion of the resources.

"Density averaging" means the number of lots that can be obtained by dividing the gross area of a parcel by the minimum average area allowable. None of the lots created can be smaller than the minimum lot area for that land use designation.

"Development Information Approval Area" means an area, or circumstances, designated pursuant to the *Local Government Act* where local government may require information at the applicant's expense in support of an application for a rezoning, Development Permit or temporary commercial or industrial use permit.

"Development Permit Area" means an area designated pursuant to the *Local Government Act* where approval of a Development Permit is required before a building permit can be issued. Development Permit areas may be established to protect the natural environment, to protect development from hazardous conditions, to guide the form and character of commercial, industrial and multi-family development or to protect farming.

"Development Cost Charge (DCC)" refers to a levy applied to new development to offset the cost of providing new or extended services.

"District Energy System" centralize the production of heating or cooling for a neighbourhood or community

"Ecological Services" are the benefits people obtain from eco-systems. Examples include: clean drinking water, pollination by bees, and oxygen from plants.

Energy:

"Alternative Energy" means energy, such as solar, wind, or nuclear energy, that can replace or supplement traditional fossil-fuel sources, as coal, oil, and natural gas.

"Renewable Energy" means any naturally occurring, theoretically inexhaustible source of energy, such as biomass, solar, wind, tidal, wave, and hydroelectric power, that is not derived from fossil or nuclear fuel

"Sustainable Energy" means the sustainable provision of energy that meets the needs of the present without compromising the ability of future generations to meet their needs. Technologies that promote sustainable energy include renewable energy sources, such as hydroelectricity, solar energy, wind energy, wave power, geothermal energy, artificial photosynthesis, and tidal power, and also technologies designed to improve energy efficiency

"Erosion Potential" lands are lands which are highly susceptible to erosion.

"Golf Courses" include driving (practice) ranges, individual holes, buildings and structures used for golfing purposes.

"Heritage Sites" means sites of historic, architectural, archaeological, paleontological, or scenic significance to the municipality, and may be so designated under the *Heritage Conservation Act*.

"Home Based Business" means any occupation or profession carried out for gain and is secondary to the residential use of the property.

"Industrial" areas shall be for light industrial uses such as product assembly, product service and repair, manufacturing, warehousing, wholesaling and storage, or the extraction of sand and gravel as an interim use.

"Inland Wetlands" (bogs, floodplains and inland marshes) are lands usually comprised of poorly drained organic soils that remain ponded or flooded for extended periods or throughout the year and include permanent marshes which function as stream flow regulators.

"Institutional Uses" are generally educational, administrative, public safety, civic, health care, religious, and assembly uses. In Highlands, these are the District Hall and two fire halls.

"Local Road" provides for local traffic movement with direct access to abutting property.

"Multi-modal Transportation" means a connected transportation system that supports cars, bicycles, pedestrians, and public transit

"Nature Areas" provide protection for valuable habitat areas, scenic resources or environmentally sensitive areas, and include riverbank linear open space areas that may be acquired through subdivision dedication. These areas may remain undeveloped to preserve their natural qualities. Nature areas will reflect the physical features of the site.

"Nature Parks" are open space areas that will remain undeveloped by virtue of natural features such as steep slopes, ravines, watercourses, unstable soil or threatened ecological communities.

"Natural Boundary" means the visible high water mark of any lake, river, stream or other body of water where the presence and action of the water are so common and usual and so long continued in all ordinary years as to mark, on the soil or the bed of the body of water, a character distinct from that of its banks, in vegetation, as well as in the nature of the soil itself.

"District Parks" may be located on District-owned land and serve the recreational needs of a neighbourhood.

"Proper Functioning Condition (PFC)" means: Riparian-wetland areas are functioning properly when adequate vegetation, landform, or large woody debris is present to:

1) dissipate stream energy associated with high water flows, thereby reducing erosion and improving water quality;
2) filter sediment, capture bedload, and aid floodplain development;
3) improve flood-water retention and ground-water recharge;
4) develop root masses that stabilize stream banks against cutting action;
5) develop diverse ponding and channel characteristics to provide the habitat and the water depth, duration, and temperature necessary for fish production, waterfowl breeding, and other uses; and
6) support greater biodiversity.

"Provincial Parks" are parks owned by the Province.

"Regional Parks" are parks owned by the Capital Regional District.

"Riparian Area" means the land adjacent to the normal high-water level in a stream, river, lake or pond and extending to the portion of land that is directly influenced by the presence of adjacent ponded or channeled water.

"Rural" designated lands on Map 2.1 are mainly comprised of small-scale farm operations, rural residential lots not served with community sewers, and may include sensitive environments including rocky, sloped and forested areas.

"Secondary Suite" means an additional living space within a detached (single family) home that is separated from, and smaller than, the primary dwelling. A secondary suite is intended for the use of a separate household and contains its own entrance, cooking facilities and sanitary facilities.

"Secondary Cottage" means an additional stand-alone living space that is smaller than the primary dwelling. It is intended for the use of a separate household and contains cooking facilities and sanitary facilities.

"Sensitive Environmental Areas" include creeks and streams; inland wetlands; wildlife habitats; land subject to erosion, steep slopes or with unstable soil; rocky areas with minimal soil cover; heritage sites; sensitive ecosystems; and other vegetation features. Marine shorelands are also considered sensitive environments.

"Steep Slopes" includes all lands with slopes greater than 30%.

"Significant Wildlife Habitat" refers to those lands suitable for supporting a large number and/or variety of wildlife species or rare species relative to other areas of the Capital Regional District.

"Tourist Businesses" shall include those uses which serve the traveling public or provide commercial outdoor recreation activities and attractions to local residents and/or visitors. These uses are focused on specific amenities such as golf courses, equestrian centres or similar facilities.

"Working Landscape" means farm or forest land that is recognized for its role in food and wood production, floodplain storage and scenic values.

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Appendix C – South Highlands Local Area Plan

The South Highlands Local Area Plan refines some of the broader concepts in the Official Community Plan. To the extent of any inconsistency between the South Highlands Local Area Plan and the remainder of the Official Community Plan, the South Highlands Local Area Plan takes precedence.

c.1 Table

The Table below shows how the OCP is updated and coincides with the South Highlands Local Area Plan (SHLAP).

SHLAP	OCP Amendment
Section 1.3 Area Context and s. 3.3 Land Use Map	Designate GFL Site, Millstream Meadows, OK Industries and Millstream Industrial Park as Regenerative Development Land Use Designation on Map 2.1
Section 1.3 Area Context, s. 3.3 Land Use Map and s. 3.4.3.1	Designate Tsartlip First Nation and Crown Lands as Special Plan Area Land Use Designation on Map 2.1
Section 3.2.1 Administration and s. 3.4.1 RD – Regenerative Development	Replace Commercial Industrial policies and objectives with Regenerative Development policies and objectives in Chapter 2 and other applicable sections
Section 3.2.1 Administration and s. 3.4.2 SPA – Special Plan Area	Add Special Plan Area policies and objectives in Chapter 2
Section 3.2.1 Administration, s. 3.4.1 RD – Regenerative Development and s. 6.2.6 Sustainability and Climate Action Policies	Replace Development Permit Area 4 – Highlands Commercial/Industrial Gateway Area in section 11.6 with a New Development Permit Area 4 – Regenerative Development

c.2 South Highlands Local Area Plan

Begins next page.



c.2
SOUTH HIGHLANDS LOCAL AREA PLAN (SHLAP)

JUNE 12, 2023

DISTRICT OF HIGHLANDS

ACKNOWLEDGMENTS

SHLAP TASK FORCE MEMBERS:

The Project Team would like to acknowledge the significant commitment and valuable contribution of the SHLAP Task Force Members:

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- Marcie McLean (Council Alternate)
- Regine Klein
- Lexie LeGrande-Beigun
- Rick Lester
- Bob McMinn
- Scott Richardson
- Mel Sangha
- Kim Vincent
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1. INTRODUCTION

The South Highlands Local Area Plan (SHLAP) provides detailed policies and recommended actions to guide future land use and private and public investments in the South Highlands area for the next 20+ years.

The District of Highlands (the District) is characterized by an abundance of natural parks and large undisturbed areas that include rocky outcrops, older second growth forests, lakes, and wetlands. Highlands is surrounded by other municipalities, with Langford and View Royal to the South, Saanich to the east, and Malahat Nation and the CRD to the West, across Saanich Inlet. Additionally, the WJOŁEŁP or Tsartlip First Nation is in close proximity to the Highlands.

The South Highlands is a unique area, consisting primarily of large rural lots, industrial sites, rural residential properties, and a golf course. The area is in a time of significant land use tension and transition. Recent rezoning applications (not approved) and mines permit applications (approved) have resulted in substantial unrest and uncertainty in the community with regard to future development and land use. This recent history is the primary catalyst for this Local Area Plan (LAP). In response, the SHLAP is an important tool to create a common vision and guide future land use decisions in the District.

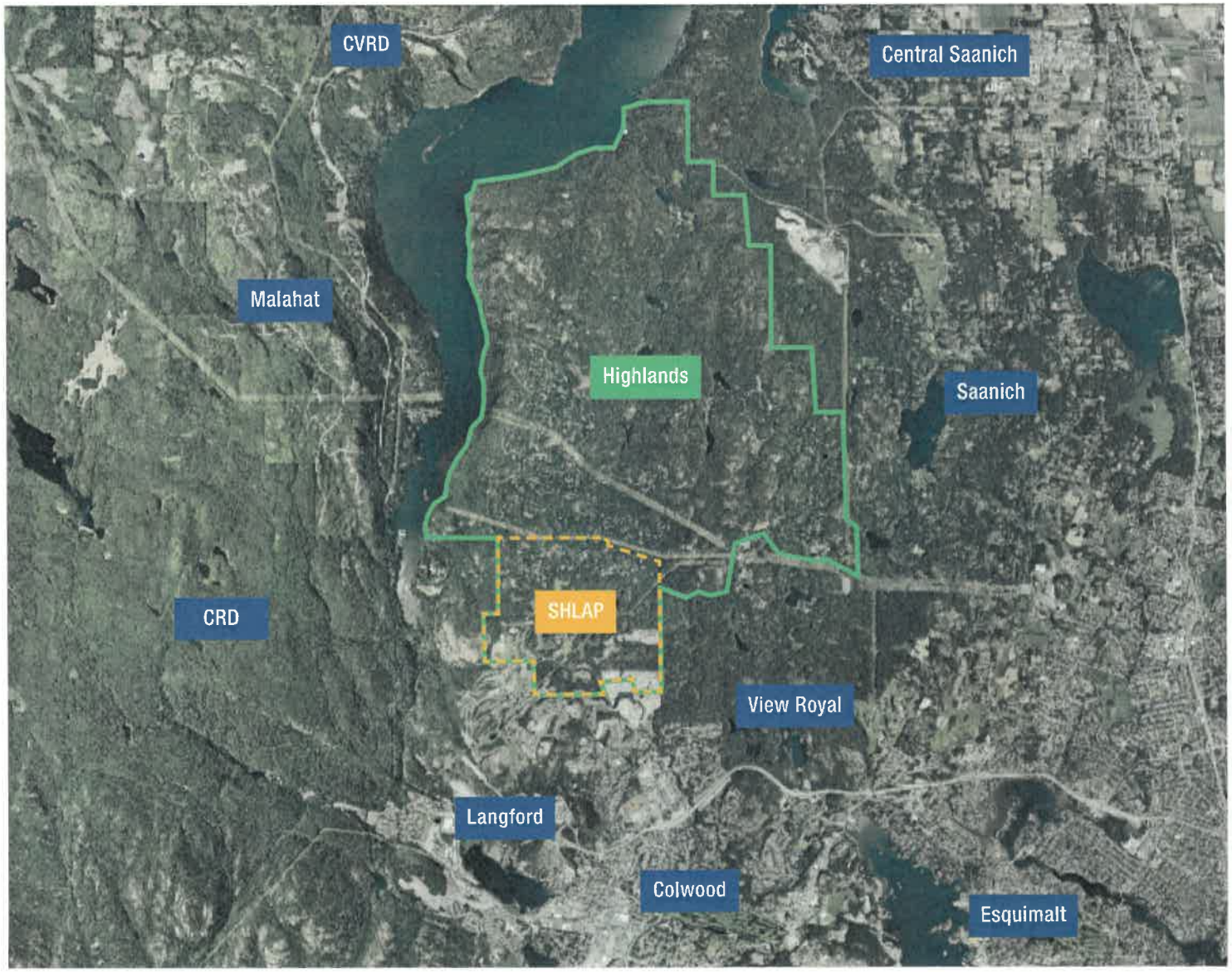
In early 2020, the District commenced the LAP. Community consultation was central to the process, with a community Task Force playing a key role. The engagement process included multiple opportunities for dialogue and engagement, with residents, landowners, employees, and other stakeholders providing feedback via a project launch event, two community surveys, a stakeholder workshop, targeted stakeholder interviews, and other online engagement. The Project was undertaken during changing public health orders in response to the COVID-19 pandemic, posing multiple challenges and barriers to engagement across the Project lifespan.

Through this process, the community made its values clear, including protecting the natural environment and finding innovative ways to approach the challenges of the future as related to the climate emergency. As a result, this Plan aims to bridge a gap between the current model of land development and resource extraction with a future focused on protecting natural spaces and ecological recovery.

This Plan is based on community input, as well as contemporary best practices, policy directions, and planning principles. The policies and strategies seek to strengthen the long-term vitality and resilience of the area while being consistent with community-based goals, values, and principles.



LOCATION CONTEXT MAP



1.1 HOW TO USE THIS PLAN

The SHLAP serves as a guide for future decision making and investment within South Highlands. The Plan provides clear goals, guidelines, policies, and strategies to help achieve the vision for the area.

1.1.1 What is a Local Area Plan?

Local Area Plans (LAPs) provide direction for how a particular area will be managed over time. They typically include detailed guidelines and policies to direct the land use, transportation (including cycling, walking, transit), parks and open spaces, design, and other planning elements in the area. An LAP further refines the high-level directions found in the documents such as the Highlands Official Community Plan (OCP) and Integrated Community Sustainability Plan (ICSP) and applies those refined policies to a specific neighbourhood. The SHLAP seeks to achieve the Policies, Goals and Objectives of the OCP and ICSP, while also recognizing the specific opportunities and constraints of a defined area.

1.1.2 Who is the Plan for?

The SHLAP is intended to work as a guide for citizens, landowners, and District staff when contemplating development proposals and applications in the Plan Area. This Plan should be reviewed against private and public land use applications; capital works projects; and community improvement and development projects.

The Plan advances the implementation of OCP and ICSP Goals and Objectives as well as District initiatives as South Highlands changes over time. Finally, the Plan outlines the planning and design standards and expectations within the South Highlands Area to be considered by the District to facilitate achieving the Plan vision.

1.1.3 Understanding Policy Language

Where a descriptive section or image accompanies a policy, it is provided for information purposes only to enhance the understanding of the policy. Where "should" or "may" is used in a policy, the intent is that the policy is encouraged but can be adjusted where circumstances provide for courses of action that would satisfy the general intent of the policy.





1.2 CONTEXT

The SHLAP was developed at a time of transformation for the South Highlands and the region. During the development of this Plan, the region experienced:

a. An increased demand for gravel and asphalt as a result of increased land and housing development; and

b. A shortage of land for industrial development.

Additionally, both the Highlands and the Capital Regional District (CRD) declared a climate emergency and set objectives and goals respectively to be carbon neutral by 2030.

Meanwhile, the effects of climate change were seen in the record heat wave of June 2021 and massive flooding events in Southern BC during November 2021.



As a result, the Plan needed to respond to opposing interests related to:

a. Pressure for continued economic growth and resource extraction associated with development; and

b. Interest in protecting intact natural systems that contribute to making this planet habitable.

The Plan offers a balanced approach that transitions commercial industrial designated lands to a new designation that supports ecological protection and regenerative development. This approach leaves future Highlands Councils with some ability for adjustment as the severity of the climate emergency, and the values and costs of reforestation and ecological recovery become clearer.

A major limitation of immediately shifting to protecting natural systems and limiting development is the uncertainty surrounding future government support to incentivize ecological recovery, making land use decisions difficult.

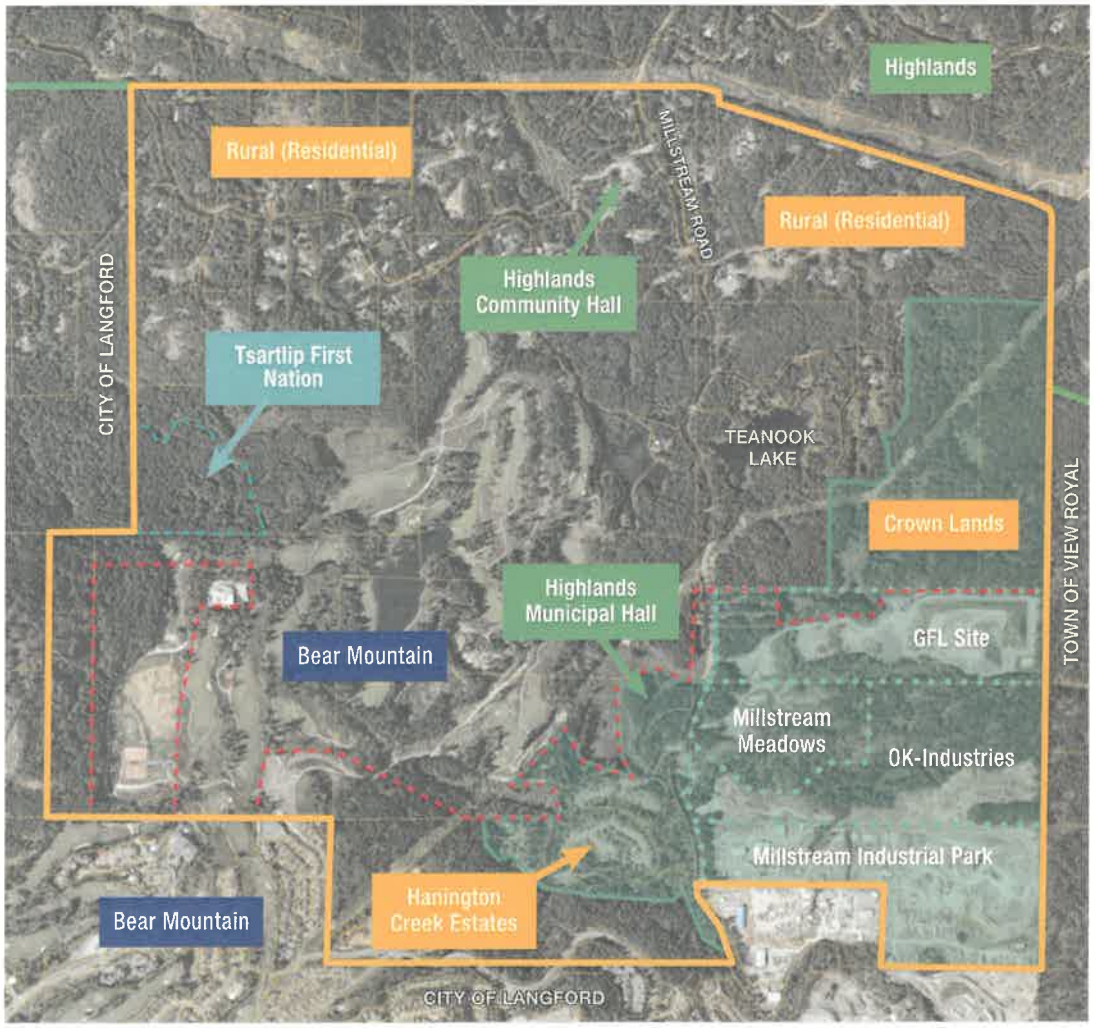
1.3 AREA CONTEXT

1.3.1 Plan Area

The Plan Area is outlined on the right, and shows both an LAP Boundary (i.e., the study area or LAP Area) and an LAP Focus Area (i.e., the area of emphasis).

Outside of the Focus Area, the study area primarily consists of rural residential properties, the Bear Mountain Golf Course and Ecoasis development areas, and community uses and amenities (e.g., community hall), as well as a large property owned by Tsartlip First Nation. The Focus Area primarily consists of industrial/ commercial lands (in terms of active uses and/or current policy direction), Hanington Creek Estates, and two large parcels owned by the Province. The Focus Area was emphasized throughout the SHLAP process.

STUDY AREA MAP







1.3.2 History

FIRST NATIONS

The District of Highlands lies within the traditional territory of the WSANEC (specifically Tsartlip and Malahat Nations) and, to a lesser extent, Lekwungen peoples, who both have a rich cultural and spiritual connection to the lands that are now known as the Saanich Peninsula and Gulf Islands, and the surrounding sea, extending back in time over thousands of years.

Today, the Highlands is within closest proximity to the WJOŁEŁP or Tsartlip First Nation, which have a strong, distinct sense of community and culture.

EARLY SETTLERS

In 1852, the Douglas Treaty with the WSANEC peoples specified that hunting and gathering could be carried out in traditional areas on "unoccupied" lands. The Highlands quickly became "occupied" and supplanted First Nation use of the area. By the 1880's the Highland Land District had surveyed properties, generally 160 acres, and these lands were made available to early settlers. Many of these early settlers left their mark on the Highlands today in the form of place names.

INCORPORATION & RURAL VISION

From the 1940's, parts of the South Highlands has seen unregulated and regulated disposal of various liquid and solid waste materials. During the 1980's, parts of the South Highlands were considered for possible urban settlement.

The Highlands was incorporated as a District municipality in 1993. Shortly after, the District completed its first OCP in 1997 – and its first policy goal was to protect the natural environment. This resulted in large rural lot sizes and the creation of large parks and conservation areas. Today, Highlands remains one of the least developed areas of the Greater Victoria Region.

1.3.3 Development Context

OK INDUSTRIES / MILLSTREAM MEADOWS

OK Industries and Millstream Meadows (owned by the Capital Regional District) make up a majority of the Focus Area. A joint rezoning application in 2015 (not approved) and mines permit application by OK Industries in 2017 (and approval in 2020) has resulted in substantial uncertainty in the community with regard to future development and land use. This recent history is the primary catalyst for this LAP and directs the Focus Area to the southeast portion of the District.

BEAR MOUNTAIN

The Bear Mountain Golf Course and development area makes up a significant portion of the LAP Area. Future development of this area is controlled by a combination of Highlands OCP, Zoning Bylaw, and a legal development agreement. As a result, this portion of the LAP area has been excluded from the Focus Area, despite its relative prominence.

1.3.4 Policy Context

The SHLAP is intended to identify and inform potential future amendments to existing policy (e.g., Highlands Official Community Plan).

EXISTING OCP LAND USE

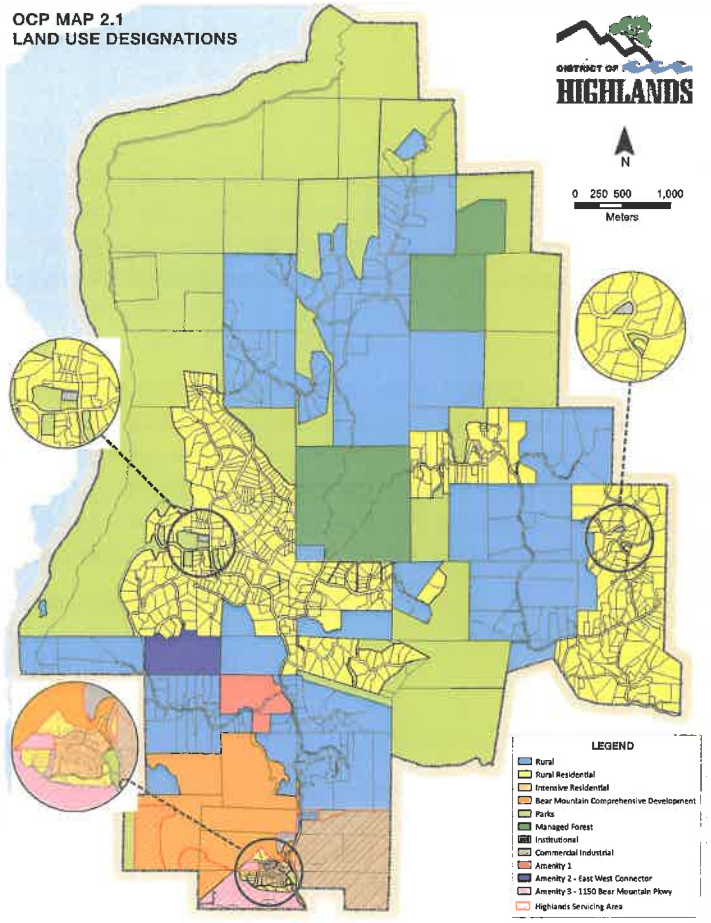
The OCP states that the opportunity to live near nature and enjoy a rural lifestyle is highly valued in the Highlands. This is seen in the large lot sizes, expansive natural areas, and balance of agricultural and forestry uses typical of rural communities. Public engagement over the past decade strongly demonstrates that people have chosen a rural lifestyle and wish to see this choice available to future residents. As such, residents expect a land use policy framework that responds to this vision and respects the needs of a rural lifestyle.

OFFICIAL COMMUNITY PLAN: KEY DIRECTIONS

Key guiding policies, currently in the OCP, include the following:

- The Highlands Vision describes a primarily residential community, rural in nature, that will strive to diversify its economy while preserving its natural systems.
- The Highlands will provide for an adequate tax base, including light industrial, related commercial and nature-related recreational uses in some areas of the Highlands in order to support basic, affordable, municipal services and facilities.
- Generally, the District encourages all buildings to leave a small footprint on the landscape and be built with energy efficient standards that represent industry best practices.
- The District will provide sufficient park lands and trails for its community and work to protect and conserve local ecosystems.
- For Commercial Industrial Land Use (in the Focus Area), which may be subjected to amendments:
  - The Highlands Commercial-Industrial Gateway Area should be redeveloped with a range of light industrial and service commercial uses including green-economy based industries that are more consistent with the character of the Highlands.
  - Landowners are encouraged to coordinate their business operations, land planning and servicing, which should be placed underground.
  - Landscaping and screening of existing native vegetation will be maintained on any borders of the area and adjacent uses to prevent visual and noise intrusion of commercial and industrial uses.

OFFICIAL COMMUNITY PLAN (OCP) MAP



See the OCP Map 2.1 for a full version of the OCP Land Use Map.



INTEGRATED SUSTAINABILITY PLAN: KEY DIRECTIONS

An Integrated Community Sustainability Plan (ICSP) is a framework that helps guide the community toward its articulated vision of a successful and sustainable future.

Key guiding principles include the following:

- **Intergenerational equity** - providing future generations with the same environmental potential as presently exists
- **Decoupling economic growth from environmental degradation** - managing economic growth to be less resource intensive and less polluting
- **Integration** - integrating environmental, social and economic sectors when developing sustainability policies
- **Ensuring environmental adaptability and resilience** - maintaining and enhancing the adaptive capacity of the environmental system
- **Preventing irreversible long-term damage** - to ecosystems and human health
- **Ensuring distributional equity** - avoiding unfair or high environmental costs on vulnerable populations
- **Accepting global responsibility** - and assuming responsibility for environmental effects that occur outside areas of jurisdiction
- **Education and grassroots involvement** - people and communities investigating problems and developing new solutions



HIGHLANDS PARKS, TRAILS, AND RECREATION: KEY DIRECTIONS

The District of Highlands has three master plans guiding parks, recreation, and trail development including the Parks and Recreation Master Plan, Trails Master Plan, and the Roadside Trail and Cycle Network Master Plan.

Key guiding directions include the following:

- The Master Plans envisage a system of parks, protected areas, trails, and facilities that will provide recreation opportunities for the residents of the Highlands and Capital Region.
- Continue to place a high priority on the conservation of the natural ecosystems of the Highlands in parks and other conservation areas.
- Encourage recreational activities that do not compromise the integrity of the natural environment.
- To take advantage of opportunities to add to the municipal parks and trail systems.

1.4 PROJECT PROCESS

The Project process was rooted in a community-driven approach to developing the final Plan.

The adjacent timeline illustrates this process – the core of which was the community consultation. In addition to these steps, the Project Team worked collaboratively and iteratively with District staff to refine the Project. Key stakeholders were directly engaged to provide input, including the Highlands Council, the Capital Regional District, and landowners within the Plan Area.

The majority of the SHLAP process was undertaken during the height of the COVID-19 pandemic. This posed numerous challenges to engagement, and, in response, the consultation process was adapted to heavily rely upon digital tools.

The final SHLAP was directly informed by the outcomes of the engagement process along with contemporary best practices, neighbourhood planning principles, consultant analyses, and staff input.

1.4.1 CONSULTATION

As seen in the adjacent diagram, the SHLAP Project process engaged a cross-section of the Highlands public including a Task Force, Stakeholders, and general public. The SHLAP Task Force played a key role in the development of the Plan.

TASK FORCE

A Task Force made of residents and landowners and was established to guide the development of the Plan, and provide input at key stages. The conduct of Task Force meetings was in general compliance with Council Procedure Bylaw No. 251. Over the course of the planning process, twelve Task Force Meetings were held from February 2020 to May 2022.

Task Force voting members, selected by Council, were based on a process that sought to achieve a broad range of views. Non-voting members were made up of Council representatives, District of Highlands planning staff, and Project consultants.



BACKGROUND ANALYSIS | UNDERSTANDING THE CONTEXT

July-Aug 2020 - Project Team

Technical analysis of existing conditions to better understand the LAP context and identify key challenges and opportunities. Outcomes will inform the content of the subsequent consultation events.



IDEAS FAIR | VISIONING & ISSUE IDENTIFICATION

September 2020 - Public

An interactive consultation event to harvest public feedback and generate high-level directions and big ideas for the future of South Highlands.



POP-UPS & SURVEY | HARVESTING FEEDBACK

September-October 2020 - Public

Pop-up events (or alternative digital events), along with a widely-circulated survey, extended the reach of the Ideas Fair to the wider community. Directions from the public helped form the base for discussions during the Stakeholder Workshop.



STAKEHOLDER WORKSHOP | GENERATING DIRECTIONS

November 2020 - Stakeholders

An interactive workshop helped to refine high-level directions into possible land use scenarios for the South Highlands. A set of key elements and scenarios was developed for use in the Early Directions Survey.



EARLY DIRECTIONS SURVEY | REFINING DIRECTIONS

Fall 2021 - Public

A second large public online event allowed residents to share feedback and comment on the early LAP directions generated from the workshop and Ideas Fair. A digital survey extended the reach of the gallery within the community. Further consultation with District Council also helped to inform and refine directions.



ONLINE ENGAGEMENT | REVIEWING THE DRAFT

Summer 2022 - Public

Once a draft LAP is developed, an online consultation is facilitated to give the public opportunity to comment on and discuss the draft Plan prior to the final round of revisions.



COUNCIL PRESENTATION

February 2023 - Public

The final SHLAP will be presented to Council at a public meeting.

2. PLANNING & DESIGN FOUNDATIONS

Throughout the Project process, the community provided input on the future vision of the area, as well as the core values and principles that should guide public and private investment.

2.1 THE 2050 VISION

South Highlands is a primarily rural residential community set within healthy forest ecosystems. Those who live in South Highlands highly value the natural environment and rural lifestyle. We are actively involved in the community and work with our neighbours to achieve common goals.

After many years of environmental stress on the landscape, the Gateway Area is a model of regenerative development. Some areas have been restored and managed through re-wilding and community-based climate action. And, other areas are regenerative economic hubs that strive to prioritize ecological health, while integrating with the rural nature of the area.

As stewards of the natural environment, we continue to protect the land and water to ensure its health and integrity for future generations. As community members, we continue to steward and establish open spaces, connected trails, and outdoor recreation amenities, while seeking other opportunities – such as alternative forms of housing – to support the needs of our community.



WHAT IS REGENERATIVE DEVELOPMENT?

A key term used in the 2050 Vision and policies of this document is Regenerative Development.

The term "development" generally refers to the use of resources (e.g., land development, agriculture) to improve the wellbeing of a society.

Regenerative Development is a development paradigm that seeks to push beyond sustainable development. While sustainable development focuses on development that protects the ability of future generations to develop and use resources, ***regenerative development focuses on*** the use of holistic processes to create feedback loops between manufactured, financial, social, human, and natural capitals that are mutually supportive, increasing the capacity of the underlying systems of each capital.

2.2 GOALS

The Plan Goals are the high-level outcomes that the SHLAP policies should seek to achieve in order to move toward the 2050 vision.



BUILD COMMUNITY AND CELEBRATE OUR RURAL LIFESTYLE



PROTECT WATERSHED AND AQUIFER HEALTH



STRENGTHEN ENVIRONMENTAL HEALTH, INTEGRITY, AND CONSERVATION

2.3 PRINCIPLES

The Plan Principles are the guiding rules to follow in order to achieve the Project goals and vision.



ENVIRONMENTAL HEALTH

Prioritize ecological health and integrity through environmental protection, restoration, and management.



SUSTAINABLE SITES

Ensure that the use of land, including the design of buildings, utilizes the latest strategies for reducing impacts on ecological systems, including stormwater management, energy efficiency buildings, renewable energy generation, and use of sustainable materials.



NET ZERO & NET POSITIVE

Seek land use outcomes that are "net zero" or "net positive" based on the full accounting of environmental, social, and economic impacts – i.e., they provide more benefit than cost.



SYSTEMS THINKING

Respect and seek to account for the connections between different complex systems around us, especially the nested environmental, social, and economic systems that relate to land use decisions.



REGENERATIVE LAND STEWARDSHIP

Adhere to a stewardship approach to land management, in which the health of the land and community are paramount – rather than a paradigm of urban development and growth.

NET ZERO AND NET POSITIVE

According to the UN World Commission on Environment and Development, sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs. To pursue sustainability through land use is to create and maintain conditions in which humans and nature can exist in productive harmony.

The terms net zero and net positive are used in this Plan to provide an aspirational framework for sustainable land use in the District, in which the outcomes of land use provide equal or greater benefits than costs to current environmental, social, and economic conditions. Overall, the framework seeks "more good" outcomes over time.



Net zero and net positive are typically evaluated in terms of energy use or carbon emissions; however, in this Plan, these terms will be considered across multiple environmental, social, and economic dimensions. Net zero actions should seek to reduce all impacts (e.g., emissions) to zero but need to balance positive and negative outcomes (e.g., emitting carbon through on-site operations while capturing carbon through on-site re-greening). Similarly, net positive actions must have greater positive than negative outcomes. This framework should be viewed in tandem with the ICSP.

Assessing net zero and net positive land use outcomes relies on definitions of environmental, social, and economic sustainability as outlined below.

ENVIRONMENTAL

Living within the means of natural systems and resources. Achieving environmental sustainability means that consumption of natural resources (e.g., materials, energy fuels, land, water) happens at a sustainable rate (i.e., more gains than losses). Humans play a crucial role in protecting, regenerating, or interacting with ecosystems over time.

SOCIAL

The ability of a community or organization to persistently achieve a high standard of social well being. Achieving social sustainability means that the social needs of people in a community or organization are met, upheld, and maintained over time.

ECONOMIC

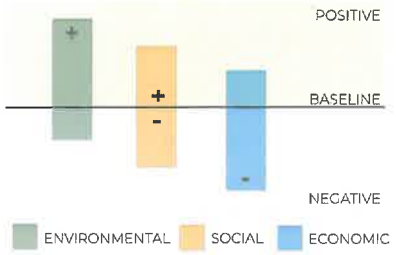
A community or organization using its resources efficiently and responsibly so that it can function while meeting collective and individual needs. Without meeting its needs, an organization cannot sustain its activities. Without acting responsibly, an organization will not be able to meet its members' needs or sustain its activities over time.

Baseline

In this Plan, the baseline for assessing net zero and net positive land use and activities is current environmental, social, and economic conditions.

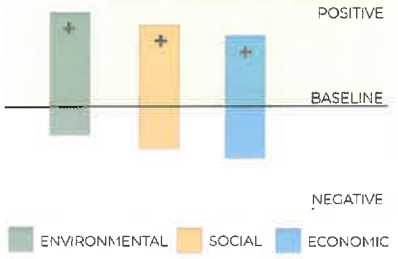
Net Zero

To achieve net zero, land use outcomes must balance benefits and gains (relative to costs and impacts) across environmental, social, and economic conditions in comparison to baseline conditions.



Net Positive

To achieve net positive, land use outcomes must provide benefits and gains (relative to costs and impacts) to each environmental, social, and economic conditions in comparison to baseline conditions.



3. LAND USE

This section provides detailed land use policies that serve to guide future decision-making regarding development and environmental stewardship in the Plan Area.

The following principles and policies prioritize protection and restoration of the natural environment, while allowing for some low-impact and regenerative development. These policies should also be viewed in tandem with other District policies including the OCP and Integrated Community Sustainability Plan.

3.1 LAND USE PRINCIPLES

The land use principles are the guiding rules to follow in order to achieve the Project goals and vision.



RESPOND TO THE CLIMATE EMERGENCY

Respond to the climate emergency by prioritizing environmental values (i.e., over economic values) and being open to innovative and emerging land uses and perspectives.



ENSURE ENVIRONMENTAL PROTECTION & RESTORATION

Maximize ecological health through land stewardship, regenerative practices, and contained development.



TRANSITION TO REGENERATIVE DEVELOPMENT

Foster regenerative development through, for example, high performance buildings, sustainable site design, and/or innovative on-site activities and programming (e.g., waste management).

3.2 GENERAL LAND USE POLICIES

3.2.1 Administration

1. The land use designations and accompanying policies of this section should inform all development application decisions in the Plan area. The land use boundaries and land uses established may be adjusted to account for unique circumstances, adaptability over time, and flexibility of implementation, so long as the intent of the policy is achieved and is consistent with the foundations, goals, principles, and policies of this Plan.
2. The District may amend OCP policies and Development Permit Area guidelines to be consistent with this Plan, including Chapter 2 Land Use and DPA 4 Highlands Commercial/Industrial Gateway Area.
3. The District may create a net zero and net positive evaluation/assessment tool.
4. In assessing land use applications, the District should prioritize the three pillars of sustainability in the following order:
    a. Outcomes that move environmental conditions toward greater health and resilience.
    b. Outcomes that move social and community conditions toward greater well-being and resilience.
    c. Outcomes that move economic conditions toward greater prosperity and resilience.
5. Where a policy requires submission of studies, analysis, or other information, the District may determine the requirements and timing of the studies, analysis, or information.
6. At the time of Zoning amendment and Development Permit application, applicants may be asked to provide the following:
    a. Detailed Landscape Plan.
    b. Integrated Stormwater Management Plan.
    c. Transportation Plan.

The SHLAP refers to "land use" as well as land use "activities" and "programming".

WHAT IS LAND USE?

Land Use is the term used to describe the planned (i.e., policy) or regulated (i.e., zoning) human uses of a property. Land use tends to refer to the high-level uses (e.g., residential, commercial, parks, institutional) or more specific permitted uses (e.g., office, warehousing, single family dwelling).

WHAT ARE LAND USE ACTIVITIES AND PROGRAMMING?

In this Plan, land use "activities" and "programming" are terms used to describe the site-specific activities, systems, and programs occuring on a particular property as part of its permitted land use.

For example, an industrial site may have specific uses, such as manufacturing and warehousing of widgets, along with onsite activities and programming, such as waste management and water systems, energy systems, recreational trails, agricultural activities, and transportation programs.

On-site activities and programming are key factors in assessing the sustainability of a particular site or land use.

3.2.2 Infrastructure

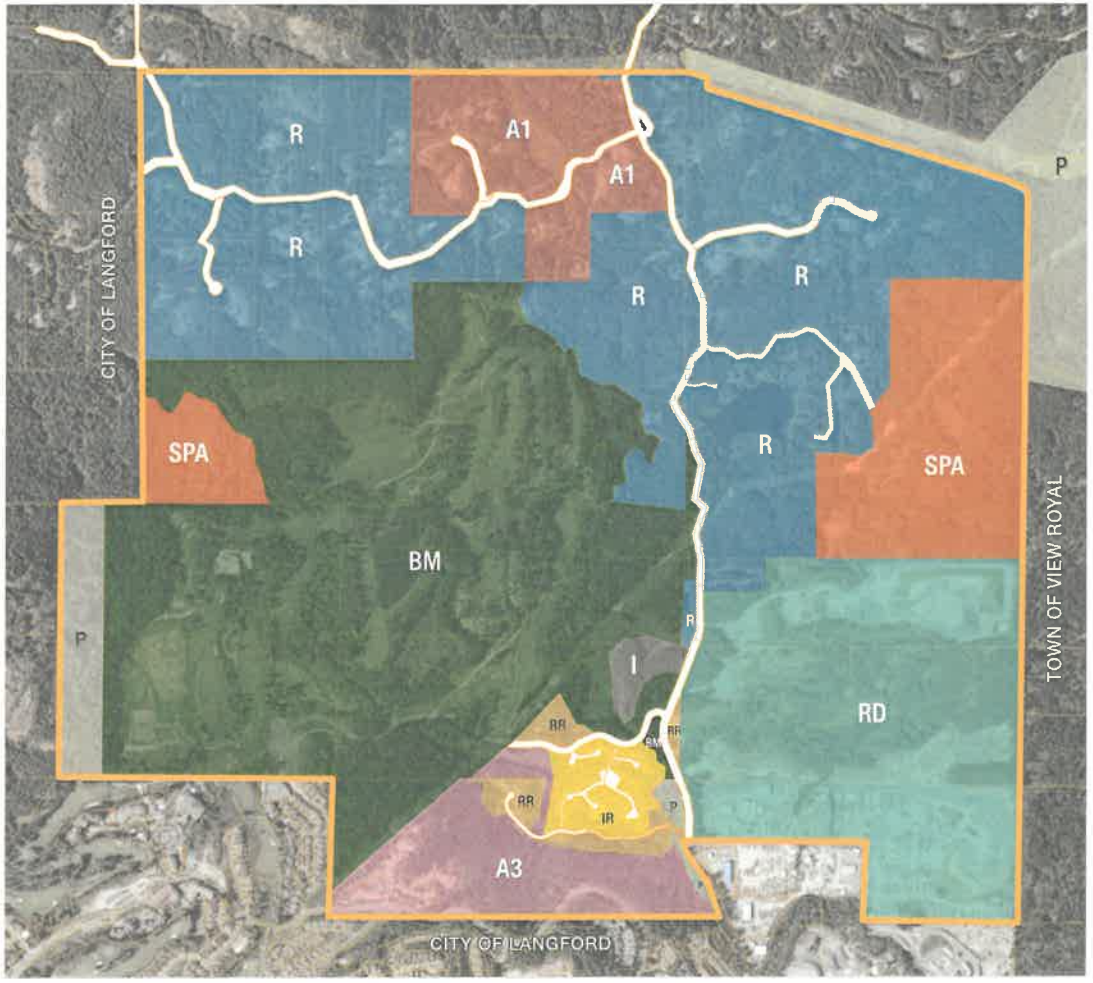
1. The District will not support any expansion to the Highlands Servicing Boundary.

3.2.3 Community Amenity Contributions

1. During zoning amendment process, the District may negotiate with all applicants for the provision of Community Amenity Contributions ("amenity contributions") according to the District's Amenity Rezoning Considerations Policy.
2. The District may update the District's Amenity Zoning Considerations Policy with the guidelines below to provide better direction for negotiating community amenity contributions:
   a. The provision of semi-public open spaces may be considered an amenity only where a legal arrangement has been established on title to preserve public access.
   b. The provision of parkland beyond the statutory requirement (5% dedication) during subdivision may be considered an amenity.
   c. The provision of public art may be considered within public or private space may be considered an acceptable component of an amenities package, with approval from the District and a binding agreement that includes provisions to ensure the long-term maintenance or replacement of the artwork.
   d. Other amenities that might be considered acceptable include but are not limited to functioning natural habitats, landscape-based stormwater and wastewater management, affordable housing units, and childcare facilities.
   e. Amenities provided off-site should not be considered as environmental offsets to on-site impacts and outcomes.



3.3 LAND USE MAP



RD - Regenerative Development

- Prioritize environmental restoration through redevelopment
- Support regenerative uses, activities, and on-site programming
- Value and account for ecosystem services
- Seek innovative & emerging opportunities for stewardship and climate action
- Secure community amenities and benefits

SPA - Special Plan Area

- Require dedicated future site-specific planning process

A1 - Amenity 1

- Maintain OCP policies and encourage further community uses

R - Rural

- Maintain OCP Policies

RR - Rural Residential

- Maintain OCP Policies

BM - Bear Mountain

- Maintain OCP policies

P - Parks

- Maintain OCP policies

I - Institutional

- Maintain OCP policies

IR - Intensive Residential

- Maintain OCP policies

A3 - Amenity 3

- Maintain OCP policies

3.4 LAND USE POLICIES

3.4.1 RD - Regenerative Development

The Regenerative Development designation is intended to prioritize responding to the climate emergency through net positive land use outcomes. This can be done through environmental restoration, regenerative uses and activities, accounting for ecosystem services, accommodating innovative and emerging solutions, and securing community amenities and benefits.

3.4.1.1 POLICIES

1. Support a variety of land uses and on-site activities that:
    a. Achieve net positive outcomes (see section 2.3. for definition).
    b. Achieve site restoration including re-wilding of features or areas on a site.
2. All new developments should:
    a. Incorporate high performance and healthy buildings standards to improve energy efficiency and occupant well-being (see section 3.6. Regenerative Design Gallery for examples).
    b. Adhere to sustainable site design best practices, including the incorporation of 'green' infrastructure to manage stormwater and enhance environmental values (e.g., water quality, habitat).
    c. Retain and enrich on-site biodiversity by proactively responding to the shifting needs of a natural, healthy environment and changing climate.
    d. Reduce development impacts on the natural environment by ensuring that potential adverse effects of on-site activities are avoided or offset by regenerative activities.
    e. Have on-site activities and programming that promote resource efficiency and circular economy practices that combine economic growth, social responsibility, and environmental protection (e.g., circular waste management).
3. The District may develop new design guidelines and identify necessary development permit area guideline amendments.
4. Appreciate the beneficial role of the natural environment on the community's general well-being and foster active participation in its guardianship for future generations.
5. As part of a zoning amendment application, the District may require an Environmental Stewardship Plan to address topics such as (but not limited to):
    a. Invasive species management.
    b. Stormwater and surface water management.
    c. Tree canopy coverage.
    d. Habitat and environmental restoration.



RD - Regenerative Development

- Prioritize environmental restoration through redevelopment
- Support regenerative uses, activities, and on-site programming
- Value and account for ecosystem services
- Seek innovative & emerging opportunities for stewardship and climate action
- Secure community amenities and benefits





CASE STUDY - FINLAND REWILDING AFTER MINING[1]

The Finnish community of Selkie is leading the rewilding of rivers, lakes and carbon-rich peatlands damaged by mining.

North Karelia, located in Eastern Finland, has been the traditional homeland of the Sámi, Karelian and Savo-Karelian peoples. The people of North Karelia have enjoyed a deep and rich connection with nature through the ages. Seasonal hunting, fishing, gathering activities and, in more recent times, small-scale agriculture, have formed the basis of life in a region rich in boreal forest, lakes, rivers and marsh-mires.

North Karelia has also been a central location in recent Finnish mining history for both peat and minerals, suffering major impacts as a result.

Finland emerged as a 'land of opportunity' for international and domestic mining in the 2010s, due to the legal reforms encouraging mining company access and investment, the downscaling of independent environmental authorities and a lack of existing social and legal rights of local communities.

The trend of increasing ease of access to mineral resources is expected to intensify in future as geopolitical interest in the boreal and Arctic peripheries grows. These regions contain much of the planet's untapped mineral wealth.

In response to these new realities, Finland and North Karelia have seen the emergence of local and global actions challenging this new wave of extractivism.

This resistance has yielded early victories, for example in the village of Selkie, where the community has succeeded in restoring a whole river catchment area to health after it was damaged by peat mining and ditching for industrial forestry.

Through a restoration program bringing together traditional knowledge and science, the area has enjoyed a dramatic and rapid return to health. It has quickly become a highly regarded wetland habitat for rare birds and mammals, including sandpipers, northern pintails and wolverines.

The benefits of co-management and restoration go far beyond these measurable environmental outcomes. The development of the co-management council has changed how local-traditional knowledge is recognized and valued.

Beyond North Karelia, the successes of the Linnunsuo and Jukajoki restorations to-date has stimulated a national program of landscape rewilding in Finland to alleviate the damage caused to Finnish marsh-mires and wetlands by extractive activities.

As of February 2019, the areas under restoration totalled more than 600 hectares in area. In time, these sites will emerge as Indigenous and local community conserved areas, managed and cared for by communities like Selkie.

[1] https://theecologist.org/2019/dec/16/rewilding-finland-after-mining



CASE STUDY - DORNEY POCKET REWILDING VISION[2]

The Berkshire village of Dorney lies north of the River Thames, to the southeast of Slough and northwest of Windsor. The village was founded on low gravel islands, surrounded by alluvium, on the historic Thames floodplain. The Dorney Boreholes draw water from the gravel, which is then piped to the Dorney Water Treatment Works. The areas around Dorney were traditionally managed as grazing and hay meadows. Without intervention, the site will revert to dense, low biodiversity scrub within 10 to 15 years.

A plan was developed to produce a "pocket rewilding" vision and management plan for the 22-hectare site which had been grazed by horses until 2015. Grounded in rewilding principles, and inspired by site visits, conversations with local stakeholders and drone imagery, the vision and plans seek to "steer" natural processes to create a rich and dynamic rewilding area that can act as a role model for recovering nature on smaller areas of land. Realization of the vision will also lead to the creation of a precious natural asset for the local community.

The Dorney rewilding vision proposes an innovative, three-phase pocket rewilding process. This would lead to a dynamic and diverse area of groves, meadows and bushy thickets and thereby provide an array of microhabitats for wildlife. Phases one and two would involve "resetting" natural processes – "pushing" areas where the development of scrub is sparse back towards meadow and "steering" areas where scrub is forming – with additional planting designs – towards the establishment of thickets, copse and oak groves.

The Dorney rewilding vision will not only benefit wild nature, but also the local community and visitors. The COVID-19 pandemic has shown how important it is that we maintain our connection with nature, which helps to promote both mental and physical health. As the Dorney site becomes progressively wilder it will support an ever-growing range of activities, enhancing wellbeing and generating a sense of place and social cohesion; the mosaic of meadows and thickets will enable informal wandering and relaxation, areas of vegetation will emerge that will be ideal for school and/or therapeutic activities, orchards and berry-generating bushes will support foraging for seasonal activities such as jam and Christmas wreath-making, and the ever-changing nature of the site will create a wonderful asset for nature photography and recording.

[2] https://ecosulis.co.uk/case-studies/dorney-pocket-rewilding-vision-for-thames-water/

3.4.2 SPA - Special Plan Area

The Special Plan Area designation is intended to require a future site-specific planning process.

3.4.2.1 GENERAL POLICIES

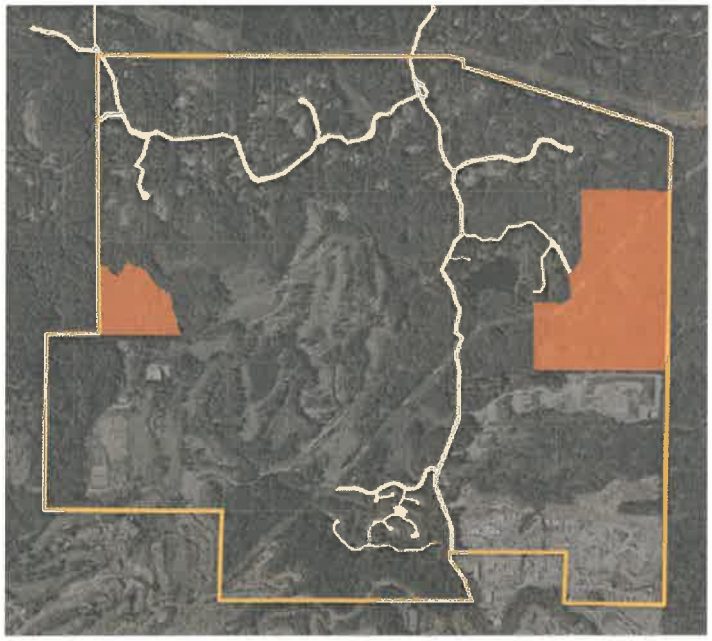
1. Special Plan Area sites require a future, site-specific process to develop a Special Area Plan to establish the future vision, land use, and other relevant directions for these sites.
2. Future Special Area Plans should be consistent with the vision, direction, and policies of this Plan.

3.4.2.2 TSARTLIP SPA POLICIES

1. The Tsartlip SPA process should involve intensive consultation and collaboration with Tsartlip First Nation.
2. The Tsartlip SPA should seek to meaningfully support Tsartlip in its community goals and the process should be undertaken in the spirit of reconciliation.

3.4.2.3 CROWN LANDS SPA POLICIES

1. The Crown Lands SPA process should involve intensive consultation with the landowners of the SPA lands and engagement with the wider Highlands community.
2. The Crown Lands SPA should give consideration for conservation lands and community housing (e.g., housing for residents that actively contribute to the Highlands community). See section 3.5 Housing for more information.



SPA - Special Plan Area

- Require dedicated future site-specific planning process
- Support plans consistent with the vision, goals, and principles of the SHLAP

3.4.3 R - Rural

3.4.3.1 GENERAL POLICIES

1. Lands designated as Rural should maintain all OCP policies.
2. Amend OCP to designate Tsartlip and Crown Lands as SPA.

3.4.4 RR - Rural Residential

3.4.4.1 GENERAL POLICIES

1. Lands designated as Rural Residential should maintain all OCP policies.

3.4.5 IR - Intensive Residential

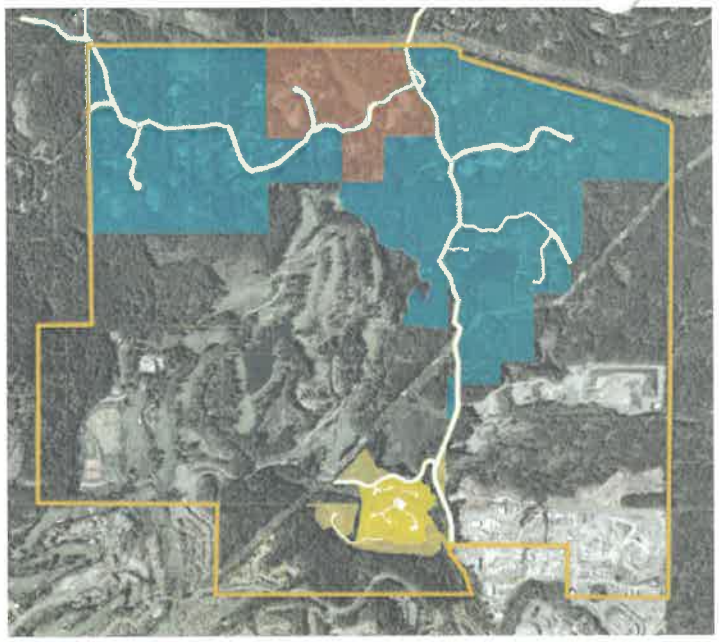
3.4.5.1 GENERAL POLICIES

1. Lands designated as Intensive Residential should maintain all OCP policies.

3.4.6 A1 - Amenity 1

3.4.6.1 GENERAL POLICIES

1. Lands designated as Amenity 1 should maintain all OCP policies and objectives to:
   a. Provide appropriate amenities that offset negative impacts of development.
   b. Further municipal policies as described in the OCP.
   c. Assist integrating any development into the community.
2. The District may consider the addition of new community and institutional uses, such as:
   a. Community and recreational spaces (both indoor and outdoor).
   b. Municipal facilities (e.g., municipal hall, fire hall).
   c. Community housing. See section 3.5 Housing for more detail.



A1 - Amenity 1

- Maintain OCP policies and consider further community uses

R - Rural

- Maintain OCP Policies
- Amend OCP to designate Tsartlip and Crown Lands as SPA

RR - Rural Residential

- Maintain OCP Policies

IR - Intensive Residential

- Maintain OCP policies

3.4.7 BM - Bear Mountain

3.4.7.1 GENERAL POLICIES

1. Lands designated as Bear Mountain should maintain all OCP policies.

3.4.8 P - Parks

3.4.8.1 GENERAL POLICIES

1. Lands designated as Parks should maintain all OCP policies including:
   a. Support the use of lands and waters for conservation and outdoor recreation.
   b. Buildings that are ancillary and related to these uses are acceptable, provided they are sited to ensure that uses or other land alteration do not harm ecosystem function or eliminate the potential for public access and environmental protection.

3.4.9 Institutional

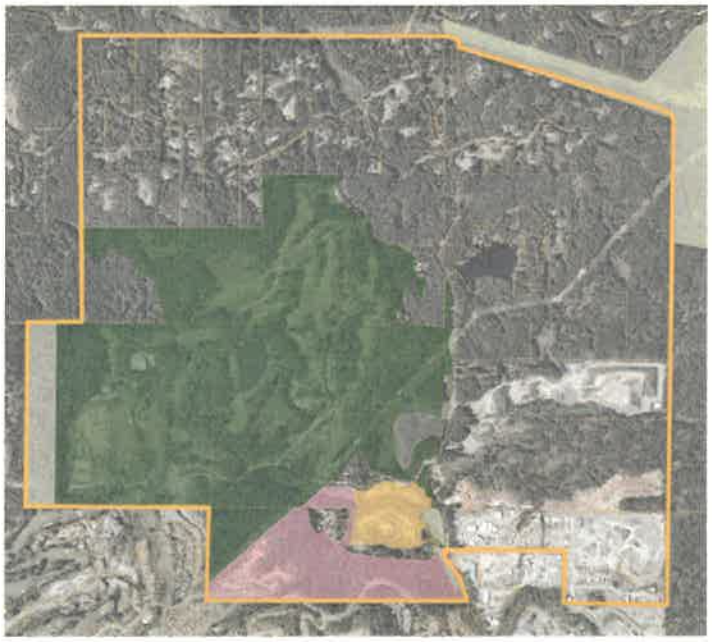
3.4.9.1 GENERAL POLICIES

1. Lands designated as Institutional should maintain OCP policies.

3.4.10 Amenity 3

3.4.10.1 GENERAL POLICIES

1. Lands designated as Amenity 3 should maintain all OCP policies.



BM - Bear Mountain

» Maintain OCP policies

P - Parks

» Maintain OCP policies

I - Institutional

» Maintain OCP policies

A3 - Amenity 3

» Maintain OCP policies

3.5 HOUSING POLICIES

3.5.1 General Policies

1. The District may develop a District Housing Policy that defines and seeks to identify and achieve community housing goals and objectives.
2. The inclusion of universally accessible and adaptable units in all new construction is strongly supported to support changing needs and demographics over time.

3.5.2 South Highlands Housing Policies

1. In reviewing land use applications and proposed Special Area Plans, the District may consider and give preference to:
    a. Alternative and innovative forms of housing that meet community needs, such as non-market and co-operative housing for residents that are actively involved in the Highlands community.
    b. A mix of housing types and tenures that accommodate a social mix, residents of all ages and abilities, changing demographics over time, and a range of income levels.
    c. Partnerships with non-market housing providers that facilitate the creation of affordable/ community housing.
    d. Opportunities for seniors housing and seniors supportive housing.
    e. Housing that achieves net zero or net positive outcomes (e.g., zero emissions, conservation covenants, regeneration of impacted lands).



3.6 REGENERATIVE DEVELOPMENT GALLERY

This gallery of aspirational images provides examples of model regenerative developments and illustrates the types of features that may be supportable in future land use proposals within the Plan area.



Outdoor space with garden/outdoor classroom provide cleansing gardens for adjacent buildings and pavement runoff.



Green roofs provide shade, remove heat from the air, and reduce temperatures of the roof surface and surrounding air.



Constructed wetlands provide aesthetic and educational benefits while they utilize remove contaminants and provide wildlife habitat.



Cisterns can store rainwater to be re-used for future landscape irrigation.



Green walls creates a natural feel and gives plants a place to thrive.



Bioswales reduce stormwater run-off.



Rain gardens have been shown to decrease the temperature of runoff from certain land uses, such as parking lots and roadways.



Porous asphalt paving reduces run-off in paving areas.



Green roofs store and utilize stormwater to reduce runoff from building sites.



Grates allow stormwater to pass through while allowing for pedestrian movements.



Structural grid paving reduces runoff in parking areas.



Trees and other vegetation can provide shade.



Curb cuts direct stormwater from street to landscape areas.



Landscape integration and natural systems reduce stormwater run-off significantly.



Facilities that support active transportation options for occupants reduce greenhouse gas emissions.

4. TRANSPORTATION & MOBILITY

The rural character of the South Highlands is reflected in its transportation system with narrow winding roads found across the District. Pedestrian and cycling facilities are limited with the exception of trails. BC Transit service is also limited as the small population, limited destinations, and high vehicle dependency do not justify service.

With narrow winding roads, the principles and policies prioritize road safety as well as active transportation in response to Highlands' commitment to Climate Actions and reducing GHG emissions from private vehicles. These policies should also be viewed in tandem with other District policies including the OCP, ICSP, Trails Master Plan, Highlands Park & Recreation Master Plan and the Roadside Trail and Cycle Network Master Plan.

4.1 TRANSPORTATION & MOBILITY PRINCIPLES



DESIGN FOR ACTIVE TRANSPORTATION & RECREATION

Enhance the safety, convenience, and connectivity of non-motorized travel and recreation.



PROVIDE SAFETY FOR ALL

Ensure the safety of all road users through road and intersection design, signage, and community action.



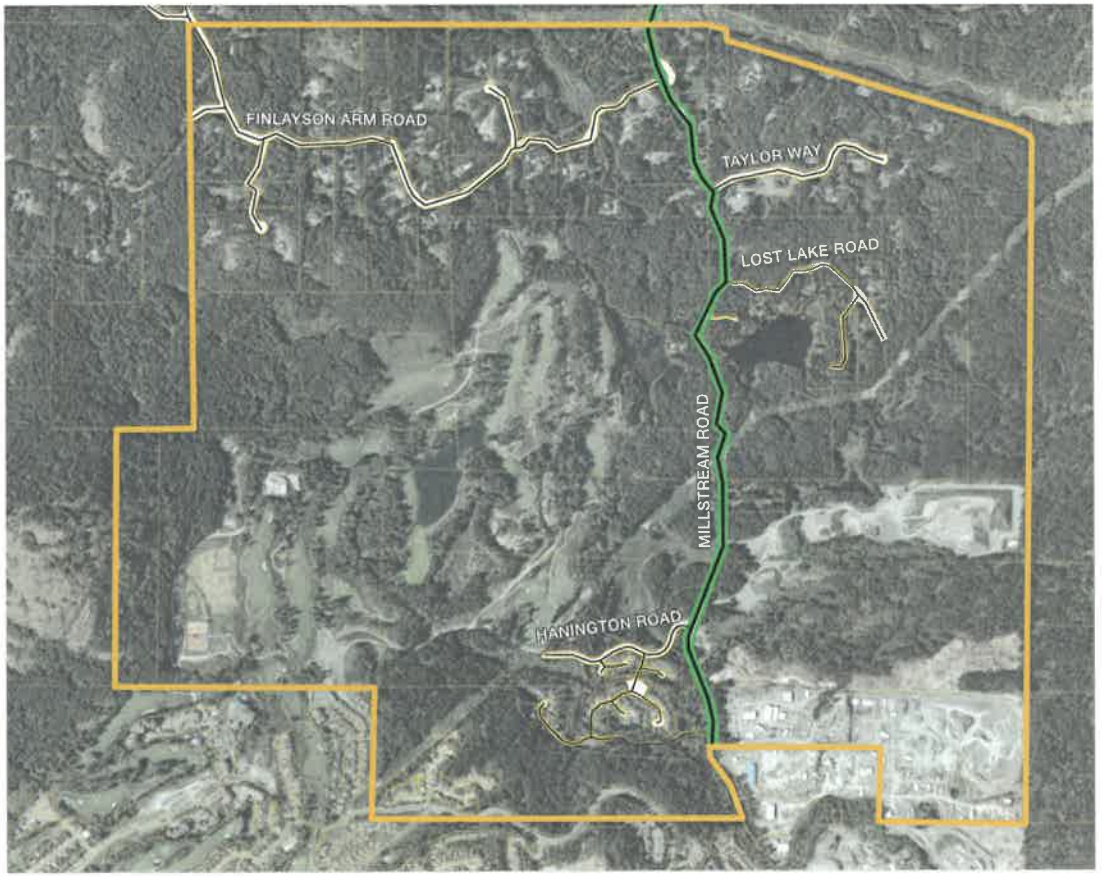
MITIGATE TRAFFIC IMPACTS

Maintain or create buffers and use traffic calming along major roadways to enhance safety, and mitigate noise, and visual impacts of vehicular traffic.

4.2 TRANSPORTATION & MOBILITY POLICIES

1. Require applicants to provide a traffic impact assessment for all major developments at the earlier of the rezoning or development permit stage, within the Plan Area to the District's satisfaction.
2. Seek incremental improvements to the transportation network that improve safety and convenience for all road users, including signage, pavement markings, bollards, and new infrastructure.
3. Strongly consider temporary traffic interventions (e.g., traffic calming with bollards) as a way to assess the need and efficacy of larger capital improvement projects.
4. Improve short-term cycling safety with pavement markings (i.e., sharrows) in the shoulder and bicycle route signage.
5. Over time, develop multi-use trail connections (e.g., walking, cycling, equestrian) along or parallel to Millstream Road.
6. Over time, seek additional multi-use trail connections from Goldstream Park to Millstream Road and Thetis Lake Park.
7. Study and identify potential locations for traffic calming measures to combat speeding on Millstream Road and elsewhere.
8. Improve transportation network based on the activities in policies 6 & 7.

TRANSPORTATION & MOBILITY MAP



5. OPEN SPACES, PARKS, & BUFFERS

The South Highlands open spaces and parks are dominated by rocky uplands and dense coastal forest. Nearby parks include Goldstream Provincial Park, Thetis Lake Regional Park, and Chow-Nicoll Park (Municipal) offer residents and regional visitors recreational opportunities.

The following principles and policies prioritize intact ecosystems, accessible experiences and the use of buffers to preserve community character. These policies should also be viewed in tandem with other District policies including the OCP, ICSP, Parks & Recreation Master Plan, Trails Master Plan, Craigflower Creek Watershed Plan, and the Millstream Watershed Management Plan.

5.1 OPEN SPACE PRINCIPLES



MAINTAIN INTACT ECOSYSTEMS

Maintain and responsibly manage a network of connected green spaces with rich biodiversity and minimized human impacts.



CREATE EXPERIENTIAL VALUE

Provide parks, open spaces, and outdoor recreational opportunities that can be accessed and experienced by community members.



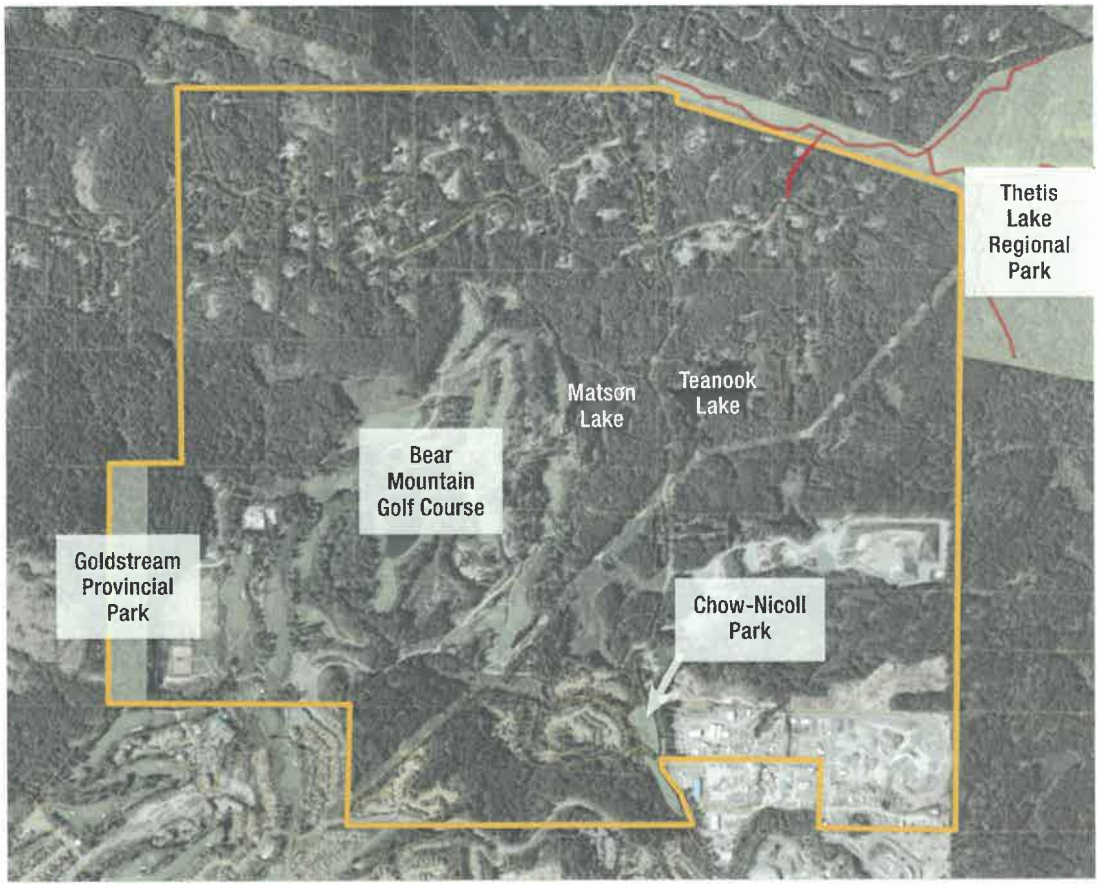
UTILIZE GREEN BUFFERS

Utilize buffer lands to mitigate land use impacts, preserve community character, and increase ecological and community connectivity.

5.2 OPEN SPACE POLICIES

1. Maintain the high priority on conservation of habitat, biodiversity, and ecosystems through green parks and other conservation opportunities, such as generous protection of riparian and other ecologically-sensitive areas through future land use approvals (e.g., covenants via subdivision or rezoning).
2. Enhance access and experiential opportunities in the parks and open space network for people of all ages and abilities, such as new trails, access points, programming, educational partnerships, and wayfinding.
3. Seek opportunities to increase trail connectivity within the public space network (e.g., parks, roads, and trails) for pedestrians, cyclists, and other users (e.g., equestrian), such as additional east-west connections into Goldstream and Thetis Lake parks.
4. Explore opportunities to integrate food production into the public space network through, for example, community gardens, permaculture demonstrations, and food forests.
5. Seek opportunities to expand and connect the open space network and habitat corridors through creative and alternative means – such as conservation subdivisions, naturalized buffers, and semi-private green spaces.

OPEN SPACES, PARKS & BUFFERS MAP



6. SUSTAINABILITY & CLIMATE ACTION

Sustainability and climate action in the District are primarily guided by the Highlands' OCP, ICSP, and Climate Leadership Plan. This section provides further principles and policies specific to South Highlands, including directions for valuing ecosystem services, increasing ecological integrity, and responding to climate change through climate action.

6.1 SUSTAINABILITY & CLIMATE ACTION PRINCIPLES



FULLY VALUE ECOSYSTEM SERVICES & ASSETS

Account for and prioritize ecosystems and 'green' infrastructure for their inherent benefits, 'services' to the community, and comprehensive values (e.g., environmental, social, economic).



STEWARD HEALTHY ECOSYSTEMS & ECOLOGICAL INTEGRITY

Reduce environmental impact and increase carbon sequestration through protection of intact ecosystems and active restoration of impacted sites.



PLAN FOR THE FUTURE

Integrate more efficient and sustainable transportation options, such as low-carbon vehicle technologies or improved active transportation.

6.2 SUSTAINABILITY & CLIMATE ACTION POLICIES

1. Maintain the current Highlands Servicing Area Boundary (no expansion).
2. Support investment in climate action and ecosystem service management as a means to support economic sustainability.
3. Reduce GHG emissions through low-impact and regenerative development, solid waste management, resource management, active transportation, and low-carbon transportation.
4. Encourage 'green' infrastructure – such as swales, rain gardens, and wetlands – to manage stormwater and enhance surface and groundwater quality.
5. District and community partners may seek ways to incentivize the preservation of habitat and tree canopy cover on private land.
6. The District may develop new site planning and design guidelines for the RD designation and identify necessary DPA guideline amendments.





7. PLACEMAKING & CULTURE

The placemaking and culture of the South Highlands should acknowledge and celebrate the recent history of the area, as well as its place within the traditional territory of the Coast Salish peoples. The future landscaping, site design, architecture, parks, trails and other elements (e.g., public art) can create a distinct sense of place in the South Highlands by embracing and celebrating these histories.

7.1 PLACEMAKING & CULTURE PRINCIPLES



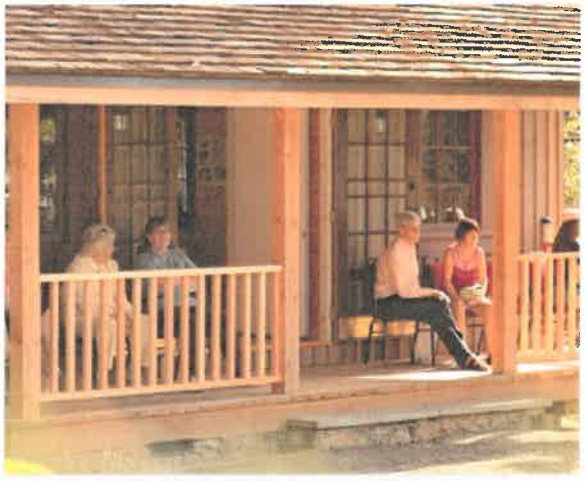
RURAL CHARACTER

Ensure the Highland's rural character through land use, public space design, and limiting development.



SECLUSION & GATHERING

Respect residents' and visitors' abilities to enjoy nature while providing opportunities for social interaction, gathering, and diverse experiences.



HISTORY & HERITAGE

Celebrate the rich First Nations and settler history of the area through landscaping, architecture, other elements (e.g., public art), and programming and events (e.g., education, events).

7.2 PLACEMAKING & CULTURE POLICIES

1. Make landscaping and naturalized green spaces a focus in developments, public spaces, and view corridors throughout the Plan area.
2. Seek a rural, 'green' building aesthetic and well-defined sense of place in new development with a focus on the use of wood and other natural, locally-sourced materials, while considering fire interface guidelines.
3. Create opportunities for seclusion, social interaction, and gathering within public spaces.
4. Seek partnerships with Tsartlip and other First Nations in the creation of education, celebration, and community-building opportunities.
5. Seek partnerships with community groups and non-profit organizations to organize community-building activities and events, with a focus on connecting community members to each other and to the land.





8. IMPLEMENTATION

While this Plan provides a policy framework to guide future decisions in the area, key actions and next steps are necessary to fully realize the vision and concepts presented in this Plan.

This section provides an implementation strategy for on-going, short-term, and medium- to long-term actions – and links next steps with key policies found in this Plan. The actions outlined in this section act as a guide to the District and its partners in undertaking key planning priorities toward achieving the vision and goals of the SHLAP.



8.1 IMPLEMENTATION STRATEGY

8.1.1 OVERVIEW

To realize this vision for generations to come, the District requires:

a. A flexible yet coordinated approach to facilitating the vision.

b. An interdepartmental willingness to go "outside the box" to create and achieve bold environmental and social outcomes.

c. Collaboration with key partners – including the CRD, Province of BC, and the Tsartlip First Nation – to leverage win-win opportunities.

d. Strong leadership to follow through on adoption of this Plan by allowing its policies to guide staff and Council decision-making with regard to development applications and capital investments in the area.

As the South Highlands evolves, this Plan – and specifically this section – should be revisited to reflect changing needs and priorities, as well as District budgeting and staffing resources.

8.1.2 ON-GOING ACTIONS

On-going Actions are actions that will be undertaken as opportunity and need arise.

ACTION	DESCRIPTION	POLICY	ROLES
Amend the Zoning Bylaw	In response to new future land use applications, develop new site-specific Zoning Bylaw zones consistent with this Plan, for the gateway properties with RD designations, as well as SPA's.	» 3.2.1 Administration » 3.4.1 RD - Regenerative Development » 3.4.2. SPA - Special Plan Area	Highlands
Explore Food Production Opportunities	Explore opportunities to integrate food production into the public open space network through, for example, community gardens, permaculture demonstrations, and food forests.	» 5.3. Open Space Policies	Highlands

8.1.3 SHORT-TERM ACTIONS

Short-term Actions are high-priority or "low hanging" actions to be undertaken in the next 1-2 years.

ACTION	DESCRIPTION	POLICY	ROLES
Update OCP to be consistent with policies from the SHLAP	Update the OCP to amend OCP policies and Development Permit Area guidelines to be consistent with this Plan, including Chapter 2 Land Use and DPA 4 Commercial Industrial Gateway.	» 3.2.1 Administration » 3.4.1 RD - Regenerative Development » 3.4.2. SPA - Special Plan Area	Highlands
Create a Net Zero and Net Positive Assessment Tool	Create a net zero and net positive assessment tool and better define outcomes and baseline conditions for land use applications.	» 3.2.1 Administration	Highlands
Create Site Planning and Design Guidelines	Develop new site planning and design guidelines for the RD designation and identify necessary DPA guideline amendments (e.g., DPA 4 and 6).	» 3.4.1 RD - Regenerative Development » 6.2. Sustainability & Climate Action Policies	Highlands
Update the District's *Amenity Zoning Consideration Policy*	Update the District's Amenity Zoning Consideration Policy with guidelines found in the SHLAP to better provide direction for negotiating community amenity contributions.	» 3.2.3. Community Amenity Contributions	Highlands
Develop a Housing Policy	Develop a Housing Policy that identifies and achieves District goals and objectives.	» 3.5. Housing Policies	Highlands
Improve short-term cycling safety	Improve short-term cycling safety with pavement markings (i.e., sharrows) in the shoulder and bicycle route signage.	» 4.4. Transportation & Mobility Policies	Highlands

8.1.4 MEDIUM - AND LONG-TERM ACTIONS

Medium- and Long-term Actions are lower priority actions or actions that require a long-term perspective to be undertaken in the next 3+ years.

ACTION	DESCRIPTION	POLICY	ROLES
Develop multi-use trail connections	Incrementally develop multi-use trail connections (e.g., walking, cycling, equestrian) along or parallel to Millstream Road. Seek opportunities for additional multi-use trail connections from Goldstream Park to Millstream Road and Thetis Lake Park.	» 4.4. Transportation & Mobility Policies » 5.3. Open Space Policies	Highlands, CRD
Improve transportation network for safety and traffic calming (capital improvements)	Improve the transportation network that improve safety and convenience for all road users, as identified by the above action.	» 4.4. Transportation & Mobility Policies	Highlands

Highlands Housing Profile

This profile summarizes the findings of the District of Highlands Housing Needs Report which was completed as part of a joint Housing Needs Report project for 11 CRD communities. It fulfills the Housing Needs Reports requirements outlined in the Local Government Act, Part 14, Division 22. All data in this profile is from Statistics Canada unless otherwise indicate.

Overview

The District of Highlands is a primarily residential community situated in a rural environment. The District is 38.05 square kilometers with a population of 2,225 as of the last census in 2016. Within Highlands there are numerous parks that make up over 30% of the land. Neighbouring municipalities are District of Saanich, City of Langford, City of View Royal and neighbouring First Nations are T'Sou-ke, Esquimalt First Nations, and Songhees Nation.

Population and Age

Between 2006 and 2016, Highlands's population grew by 17%. Overall, the District grew at a faster rate than the CRD as a whole. In 2016, the median age was 45.6, which was similar to the CRD at 45.5. There was a slightly lower proportion of young adults (25 to 34) and a higher proportion of older adults (55 to 64) in Highlands compared to the CRD average in 2016.

Projections estimate that Highlands could experience moderate population growth in the future, across most age groups. This change will be impacted by factors like availability of housing and availability of land.

Households

There were 830 households in 2016 with an average household size of 2.7 persons, which is higher than the regional average of 2.2 persons per household. Forty-two percent (42%) of households in Highlands were three or more person households compared to 28% of the CRD. As a result, it is unsurprising that couples with children households are more common than one or two-person family households in Highlands.



Income

The 2015 median income in Highlands was $103,360, which was approximately 48% higher than the CRD median income. There are much lower household incomes in Highlands for households who rent and households with single incomes. Renter median household income was $67,952 versus $108,415 for owner households. Lone parent and non-census family households, who largely rely on single incomes, reported much lower incomes compared to other household types.

Current Housing Stock

Housing stock in Highlands is relatively newer and is mainly made up of single-detached dwellings. Recent building permits suggest that the single-family home is the dominant dwelling type for new housing in Highlands. In 2016, 75% of dwellings had three bedrooms or more.

Homeownership

(Statistics Canada, BC Assessment, and Victoria Real Estate Board)

In 2016, 88% of households in Highlands owned their home. Over the past 15 years, average sales prices have increased by 74% for a single-detached dwelling, with the most rapid increases occurring between 2014 and 2019. Average 2019 sales prices reported by the Victoria Real Estate Board were (see right):

Based on the average sales price in 2019, owning a single-detached dwelling is considered unaffordable for all household types earning the median household income. Couples without children, couples with children, and other census families may also struggle to own single-detached homes without paying more than 30% of their median income. It is unlikely that lone parent and non-census families earning the median household income will be able to afford single-detached homes. A single-detached house would require an annual income of approximately $173,000 in order for it to be considered affordable (e.g. spending less than 30% of before-tax household income).

Rental Affordability

(Statistics Canada and Canada Mortgage Housing Corporation)

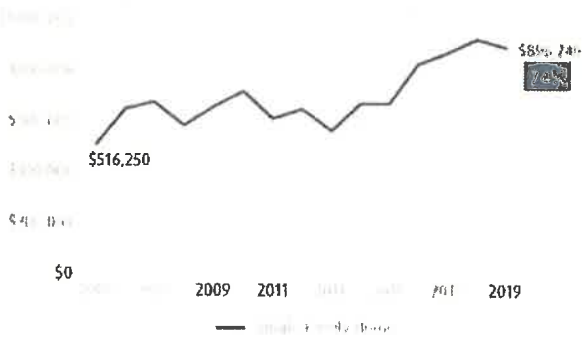
Twelve percent (12%) of households in Highlands rent their home. There are currently no purpose-built rental units in Highlands, indicating that all 100 renter households in 2016 were likely served by the secondary rental market for which there is little data available on housing costs.

Renter households led by lone parents were most likely to be in Core Housing Need in the District (i.e., living in housing that is inadequate, unsuitable, and/or currently unaffordable, and unable to afford the median rent for alternative local housing).

NEW RENTER AND OWNER HOUSEHOLDS BETWEEN 2006 – 2016



AVERAGE SALES PRICES 2005 – 2019



Anticipated Housing Demand

If the District of Highlands continues changing in a similar manner as in the past, the community will see an additional 41 households form between 2016 and 2025. This change will be impacted by factors like availability of housing and the availability of land for development in Highlands.

ESTIMATED HOUSING UNITS NEEDED

	2016-2020	2020-2025
Total	**20**	**21**
Studio or 1 Bedroom	7	8
2 Bedroom	9	9
3+ Bedroom	4	4

Key Areas of Local Need

Affordable Housing

Housing costs in Highlands, like the CRD in general, have risen significantly in recent years. Based on the affordability threshold of housing costs being no more than 30% of gross household income, a single-detached home is unaffordable for all household types making the median income in Highlands. Lone-parent families and non-census families (e.g., individuals living alone) are facing the greatest affordability gaps.

Rental Housing

There is a need for more rental housing options across the CRD. The proportion of renter households in Highlands grew from 40 households in 2006 (6%) to 100 in 2016 (12%). There are currently no purpose-built rental units in Highlands, indicating that all 100 renter households in 2016 were likely served by the secondary rental market for which there is little data available on housing costs.

Housing for People with Disabilities

Incidence of Core Housing Need is higher among households that include someone with a disability. This may be due to reduced incomes, difficulty accessing appropriate housing, or other factors. For individuals with disabilities who are unable to work, the provincial housing supplement of $375 (for an individual) is extremely low and limits access to housing options.

Housing for Seniors

Highlands is experiencing a slight aging trend, with the median age growing from 42.6 in 2006 to 45.6 in 2016. Aging in place is a priority for many households and this can look different depending on the individual and their needs. The need for supportive housing was identified as a key area of need by local stakeholders.

Housing for Families

Family-sized housing in Victoria, Saanich, and Esquimalt is increasingly out of reach for families with children. The affordability gap analysis showed that the average cost of a single detached home ($899,000 in 2019) in Highlands would cause couples with children making the median income for that household type to spend more than 30% of their income on shelter costs. Homeownership is far out of reach for lone-parent families (5% of all Highlands households). For those in the rental market, there is no supply of family-sized purpose-built rental available (e.g. two or more bedrooms).

Homelessness

There has been an increase in individuals experiencing homelessness across CRD communities in recent years. The March 11, 2020 point-in-Time count identified a minimum of 1,523 individuals experiencing homelessness in the region. There were at least 350 individuals who were emergency sheltered and 743 who were provisionally accommodated in transitional housing.

ATTACHMENT 4
To Report:
"OCP Amendment Bylaw to Incorporate SHLAP"

Table 1 – SHLAP Consultation and Recommendations for Bylaw 450 Referrals

Person, Organization, Authority	Consultation During SHLAP	Recommend Referral of Bylaw 450?
CRD Board	• None with Board. • Staff to staff communication throughout process. • Input received from CRD Parks and Environmental Services found at these links: o https://highlands.ca/DocumentCenter/View/7854/Item-2a_Meeting-7_2021-MillstreamMeadowsFutureLandUse-Letter o https://www.highlands.ca/DocumentCenter/View/8237/Attachment-2_Additional-Public-Input-to-SHLAP • Property owner of lands within Proposed Regenerative Development Land Use Designation.	• Yes. • Must request acceptance of updated regional context statement. • Proposed Regenerative Development Land Use Designation adjacent to Thetis Lake Regional Park.
Cowichan Valley Regional District	• Not consulted. • No effects identified.	No.
Willis Point	• Not consulted. • No effects identified.	No.
City of Langford	• Not consulted. • Langford land is adjacent to proposed Regenerative Development Land Use Designation.	Yes.
District of Saanich	• Not consulted. • No effects identified.	No.
Town of View Royal	• Not consulted. • View Royal land is adjacent to proposed Regenerative Development Land Use Designation.	• Yes. • Adjacent land is Thetis Lake Regional Park.
First Nations		
• Lək̓ʷəŋən Speaking First Nations o Esquimalt o Songhees	• None. • Traditional territories fall within Highlands' municipal boundaries. • Unknown effects.	• Yes.
• SENĆOŦEN Speaking First Nations o Malahat o Pauquachin o Sooke o Tsartlip o Tsawout o Tseycum	• Traditional territories fall within Highlands' municipal boundaries. • Tsartlip First Nation owns a property that is subject to municipal regulations within the South Highlands. • While attempts were made to seek input, because none was received, the parcel is proposed to be designated as a "Special Plan Area" that would be subject to its own process for development. This is considered the best way forward to assure that the land owners' wishes for the property are respected within the municipal regulation framework legislated by the Province. • Unknown effects.	• Yes.
• Hul'q'umi'num Speaking First Nations o Cowichan Tribes o Halalt o Lyackson o Penelakut o Ts'uubaa-asatx (Lake Cowichan)	• None. • Traditional territories fall within Highlands' municipal boundaries. • Unknown effects.	• Yes.
School District 61 (Victoria)	Not within school district's catchment area.	No.
School District 62 (Sooke)	• Within school district's catchment area. • No change in residential density is proposed.	No.
School District 63 (Saanich)	Not within school district's catchment area.	No.
Provincial Government/Agencies		
• Crown Land Opportunities and Restoration Branch	• Communication received found at this link: https://www.highlands.ca/DocumentCenter/View/8237/Attachment-2_Additional-Public-Input-to-SHLAP • Have interest in 1965 Millstream Road ("Millstream Meadows"). • Crown Land Opportunities and Restoration Branch also representative of Crown as ownership for 2 parcels proposed to be designated as "Special Plan Area".	Yes.
• Ministry of Forests, Lands, Natural Resource Operations and Rural Development		Yes.
Federal Government/Agencies	Proposal effects are within provincial and municipal jurisdictions.	No.