

Regional Growth Strategy

Capital Regional District

~~November 2016~~ January 2018

CAPITAL REGIONAL DISTRICT

BYLAW NO. 4017

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

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

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

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

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

1. Bylaw No. 2952 "Capital Regional District Regional Growth Strategy Bylaw No. 1, 2002" is hereby repealed.
2. Schedule "A" attached to and forming part of this Bylaw is hereby designated as the "Regional Growth Strategy for the Capital Regional District."
3. This Bylaw, Bylaw No. 4017, may be cited as the "Capital Regional District Regional Growth Strategy Bylaw No.1, 2016" and takes effect on the date adopted.

READ THE FIRST TIME this 13th day of September, 2016

READ THE SECOND TME this 13th day of September, 2016

FIRST AND SECOND READING RESCINDED this 12th day of October, 2016

READ THE FIRST TIME this 12th day of October, 2016

READ THE SECOND TME this 12th day of October, 2016

PUBLIC HEARING CONDUCTED PURSUANT TO PART 13, SECTION 434 of the *LOCAL GOVERNMENT ACT* this 19th day of October, 2016

FIRST AND SECOND READING RESCINDED this 23rd day of November, 2016

READ THE FIRST TIME this 23rd day of November, 2016

READ THE SECOND TME this 23rd day of November, 2016

READ THE THIRD TIME this ____ day of _____, ____

ADOPTED this ____ day of _____, ____

Chair

Corporate Officer

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

Prepared by

Regional and Strategic Planning
Capital Regional District

Contents

Vision	1
Context.....	2
Objectives	9
1. Managing and Balancing Growth	10
1.1 Keep Urban Settlement Compact.....	10
1.2 Protect the Integrity of Rural Communities.....	18
2. Environment and Infrastructure	19
2.1 Protect, Conserve and Manage Ecosystem Health	19
2.2 Manage Regional Infrastructure Services Sustainably	21
3. Housing and Community.....	25
3.1 Create Safe and Complete Communities.....	25
3.2 Improve Housing Affordability.....	27
4. Transportation	29
4.1 Improve Multi-Modal Connectivity and Mobility.....	29
5. Economic Development	31
5.1 Realize the Region’s Economic Potential.....	31
6. Food Systems.....	33
6.1 Foster a Resilient Food and Agriculture System.....	33
7. Climate Action.....	35
7.1 Significantly Reduce Community-Based Greenhouse Gas Emissions	35
Implementation Measures	37
Appendix A: Community Profiles	42
Appendix B: Framework for Our Future Guiding Principles.....	46
Appendix C: The Regional Green/Blue Spaces Vision	48
Appendix D: Glossary.....	50

Maps

Map 1: Regional Growth Management Planning Area	3
Map 2: Salish Sea.....	5
Map 3 (a): Growth Management Concept Plan.....	14
Map 3 (b): Settlement Concept - Detail	15
Map 4: Renewable Resource Lands - Detail	16
Map 5: Juan de Fuca Water Service Area.....	24

Tables

Table 1: Population, Dwelling Unit and Employment Projections	6
Table 2: 2038 Targets by Priority Area and Objective.....	40

Figures

Figure 1: Regional Growth Strategy Interconnections.....	8
--	---

Vision

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

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

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

Objectives:

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

Context

A regional growth strategy is a framework, developed by municipalities and the regional district in partnership, for identifying social, economic and environmental objectives. Its purpose, under Part 13 of the *Local Government Act*, is to "... promote human settlement that is socially, economically, and environmentally healthy and that makes efficient use of public facilities and services, land and other resources." A regional growth strategy expresses how communities will work together to enhance regional quality of life and social well-being. As of 2008, regional growth strategies must also include policies, actions and targets for the reduction of greenhouse gas emissions.

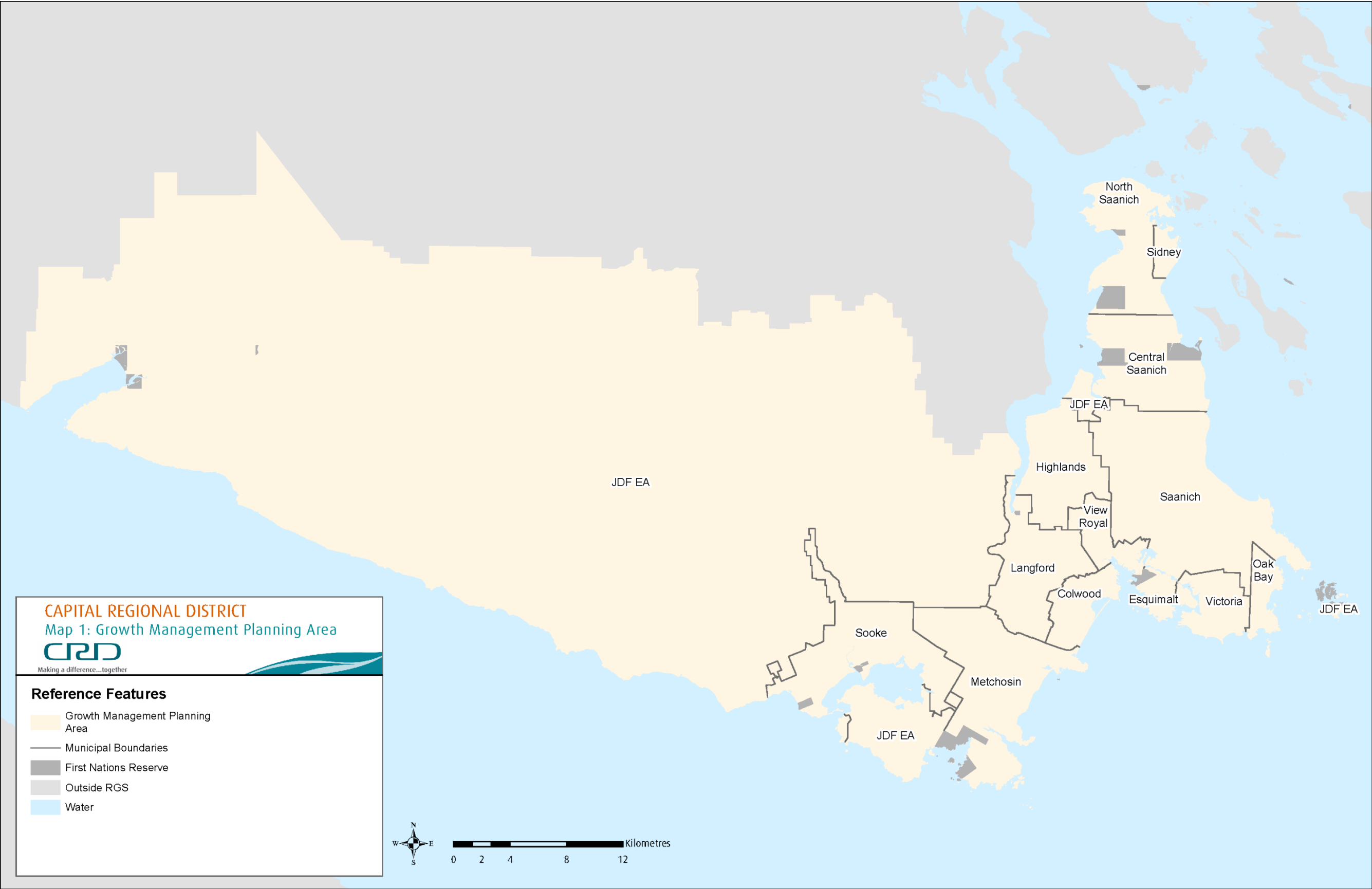
The Capital Regional District adopted a Regional Growth Strategy bylaw in 2003. ~~In 2011, the Capital Regional District Board in partnership with local municipalities initiated the required five year review of the Regional Growth Strategy (2003).~~ The 2016-2018 update to the Regional Growth Strategy follows considerable public and intergovernmental discussion and consultation. Map 1 shows the Regional Growth Management Planning Area. At the present time, the Capital Region's ten First Nations are not partners in the regional growth strategy, nor does it apply to the Salt Spring Island and the Southern Gulf Islands Electoral Areas, which fall under the planning jurisdiction of the Islands Trust (see Map 1).

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

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

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

MAP 1: GROWTH MANAGEMENT PLANNING AREA



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

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

MAP 2: SALISH SEA



TABLE 1: POPULATION, DWELLING UNIT AND EMPLOYMENT ~~FORECAST~~PROJECTIONS

	2011			2038			Population Change	
	Population	Dwellings	Employment	Population	Dwellings	Employment	Total	Percentage
Core								
Esquimalt	16,600	8,300	11,100	18,300	9,500	12,200	1,700	10.2%
Oak Bay	18,200	8,000	7,300	15,300	8,400	7,200	-2,900	-15.9%
Saanich	112,100	46,600	42,300	128,600	56,300	55,500	16,500	14.7%
Victoria	82,400	44,400	76,400	99,500	56,500	84,100	17,100	20.8%
View Royal	9,600	4,100	4,800	15,000	6,700	5,900	5,400	56.3%
<i>Total</i>	<i>238,900</i>	<i>111,400</i>	<i>141,900</i>	<i>276,700</i>	<i>137,400</i>	<i>164,900</i>	<i>37,800</i>	<i>15.8%</i>
Saanich Peninsula								
Central Saanich	16,100	6,500	8,900	21,600	8,300	10,700	5,500	34.2%
North Saanich	11,100	4,400	5,300	13,800	6,000	6,600	2,700	24.3%
Sidney	11,200	5,200	6,100	11,900	6,600	7,600	700	6.3%
<i>Total</i>	<i>38,400</i>	<i>16,100</i>	<i>20,300</i>	<i>47,300</i>	<i>20,900</i>	<i>24,900</i>	<i>8,900</i>	<i>23.2%</i>
West Shore								
Colwood	16,600	6,100	4,000	31,100	12,200	6,800	14,500	87.3%
Highlands	2,100	800	400	2,600	1,000	2,300	500	23.8%
Juan de Fuca EA	4,400	1,900	800	6,200	2,700	1,100	1,800	40.9%
Langford	29,900	11,600	12,200	48,000	19,200	22,700	18,100	60.5%
Metchosin	4,900	1,800	1,400	5,200	2,200	6,500	300	6.1%
Sooke	11,700	4,500	2,700	24,700	9,300	3,300	13,000	111.1%
<i>Total</i>	<i>69,600</i>	<i>26,700</i>	<i>21,500</i>	<i>117,800</i>	<i>46,600</i>	<i>42,700</i>	<i>48,200</i>	<i>69.3%</i>
Totals	346,900	154,200	183,700	441,800	204,900	232,500	94,900	27.4%
Source: Urban Futures, 2014								
Please note that First Nations populations are not included in Table 1, as First Nations Reserves are outside the GMPA.								
Please note that projections were prepared using 2011 Census data. Implementation Measure I-6 identifies the need to update the projections using the most recent census data at the time of the first update to the 2018 Regional Growth Strategy.								

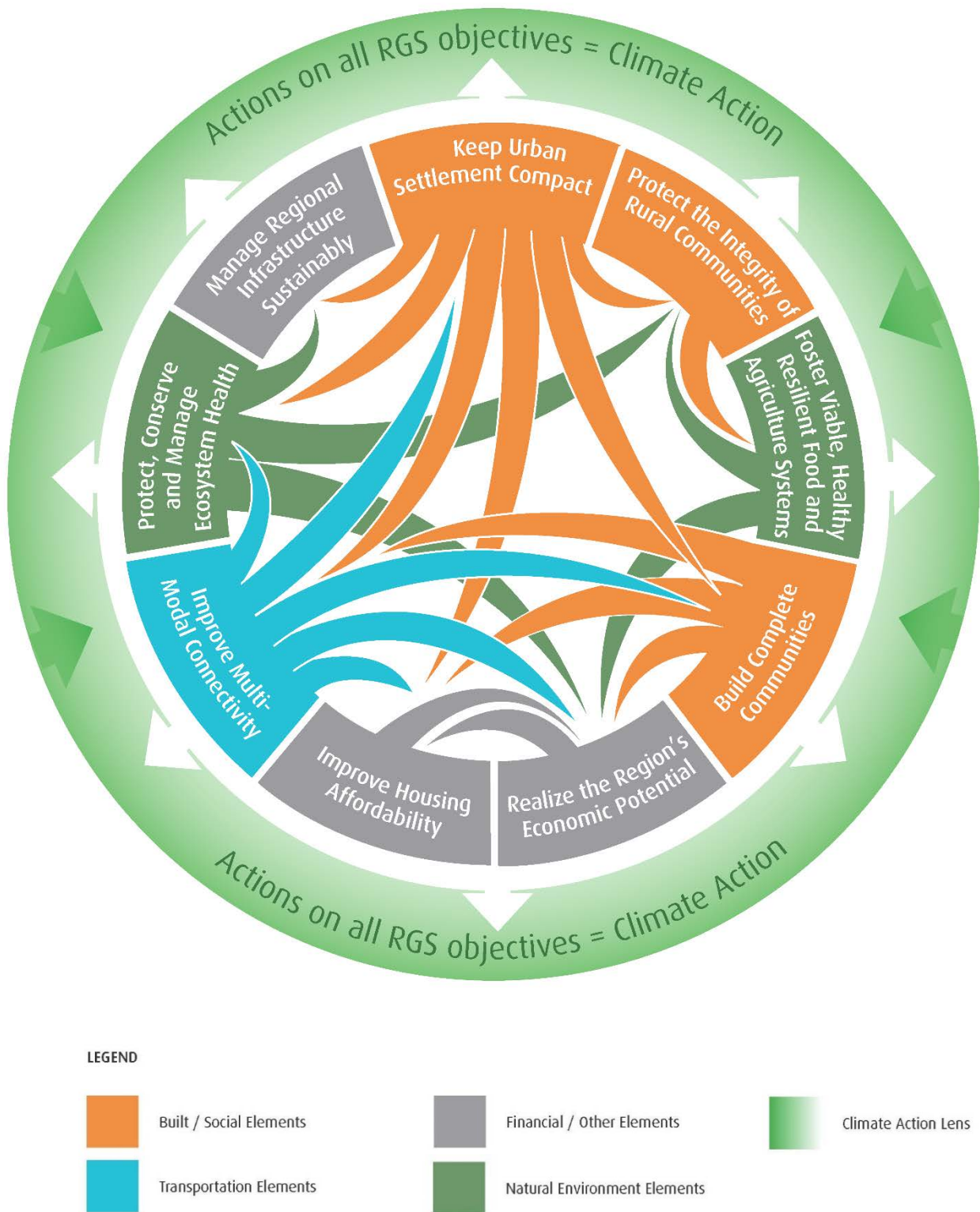
From a 2011 base of approximately 346,900, the region's population is forecast to increase by approximately 94,900 people to 441,800 in 2038, an approximate 1% average annual population increase. The slow aging of the region's population continues as a significant trend, with the proportion of residents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

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

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

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

FIGURE 1: REGIONAL GROWTH STRATEGY INTERCONNECTIONS



Objectives

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

- Objectives define a desired future on matters of regional interest.
- Policies are provided under the “policy” heading for each objective. The Capital Regional District will implement policies and undertake actions for regionally-delivered services and programs. Local municipalities will identify how their Official Community Plan aligns to each policy in a Regional Context Statement.
- Maps showing the Growth Management Concept Plan ~~([Map 3(a)])~~, [the Urban Settlement Concept \[Map 3\(b\)\]](#), and details of the Renewable Resource Lands (Map 4), [and the Juan de Fuca Water Service Area \(Map 5\)](#) provide spatial definition for policy.
- [Targets for each objective are provided in Table 2 at the end of the document.](#) Targets are aspirational in nature. It is unlikely that they will be achieved by the CRD and municipalities alone. Achieving the targets will require concerted effort on the part of the CRD and municipalities as well as senior governments, local residents and businesses, utilities, community groups and others.
- [Targets are intended to be achieved at a regional level. Given the diversity of geographic and demographic conditions that exist among member municipalities, it is not intended that progress towards all targets would be equal in each municipality.](#)
- Actions for the Capital Regional District to implement the Regional Growth Strategy are provided in the Implementation Measures section.

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

1. Managing and Balancing Growth

1.1 Keep Urban Settlement Compact

A designated ~~Growth Policy~~[Urban Containment Policy](#) Area aims to keep urban areas compact and to keep growth largely contained within its boundaries. Fundamental to growth management are four related approaches that aim to increase the capacity of urban areas, particularly in the Core Municipalities and the urban West Shore, to accommodate new growth.¹

Approaches

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

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

To support quality of life and community character in rural areas, urban containment directs growth into complete communities to reduce development pressures in the Saanich

¹ Table 1 provides ~~a general forecast~~[projections](#), for information only, of population, dwelling units and employment in 2038 ~~by sub-region~~ that could be expected under the Regional Growth Strategy.

Peninsula, rural West Shore, Sooke and the Juan de Fuca Electoral Area. Growth outside the growth boundary is to be kept to 5% or less of the regional total.

A Growth Management Concept Plan and four land use policy designations will help keep urban settlement compact. Map 3(a) sets out the Growth Management Concept Plan, [Map 3\(b\) provides detail on a settlement concept within the Urban Containment Policy Area](#) and Map 4 provides additional detail for the Renewable Resource Lands Policy Area.

Land Use Designations

Capital Green Lands Policy Area: ~~Are includes~~ Ecological Reserves, Capital Regional District Water lands, [national parks and historic sites, provincial parks, regional parks, and lands used by municipalities and electoral areas as parks](#). [Local governments retain legislative authority related to parkland without requiring an amendment to the Regional Growth Strategy](#). The Regional Growth Strategy sets out in policy 2.1(1) the continued long-term use of these lands for these purposes.

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

~~Growth Policy~~Urban Containment Policy Area: Includes residential, general employment, commercial and industrial lands, as well as other associated land uses. The ~~Growth Policy~~[Urban Containment Policy](#) Area is intended to accommodate 95% of the region's new dwelling units. [Within the Urban Containment Policy Area, planned growth and, and is where major new transportation infrastructure investments will be encouraged to align with the settlement concept shown on Map 3\(b\), directed. Municipalities will determine the precise land use, intensification, density, servicing and connectivity requirements through local planning and regulatory processes. The settlement concept is comprised of three components:](#)

- [1. *Node:* Scale and intensity of development supports local-serving employment, commercial and community services and serves as a destination for residents proximate to the node. Surrounding areas feature residential uses of varying densities.](#)
- [2. *Sub-Regional Node:* Scale and intensity of development supports the area as a sub-regional employment, commercial and community destination and serves as a commuter destination from within the sub-region. Surrounding areas feature a mix of uses and higher density residential development.](#)
- [3. *Metropolitan Core:* Scale and intensity of development supports the area as a regional employment, business and cultural destination and serves as a significant](#)

commuter destination across modes from all parts of the region. Surrounding areas feature a dense mix of residential, employment and cultural uses.

The Regional Growth Strategy restricts extension of urban-standard sanitary sewerage services beyond the Growth Policy Urban Containment Policy Area Boundary as set out under policy 2.2(5).

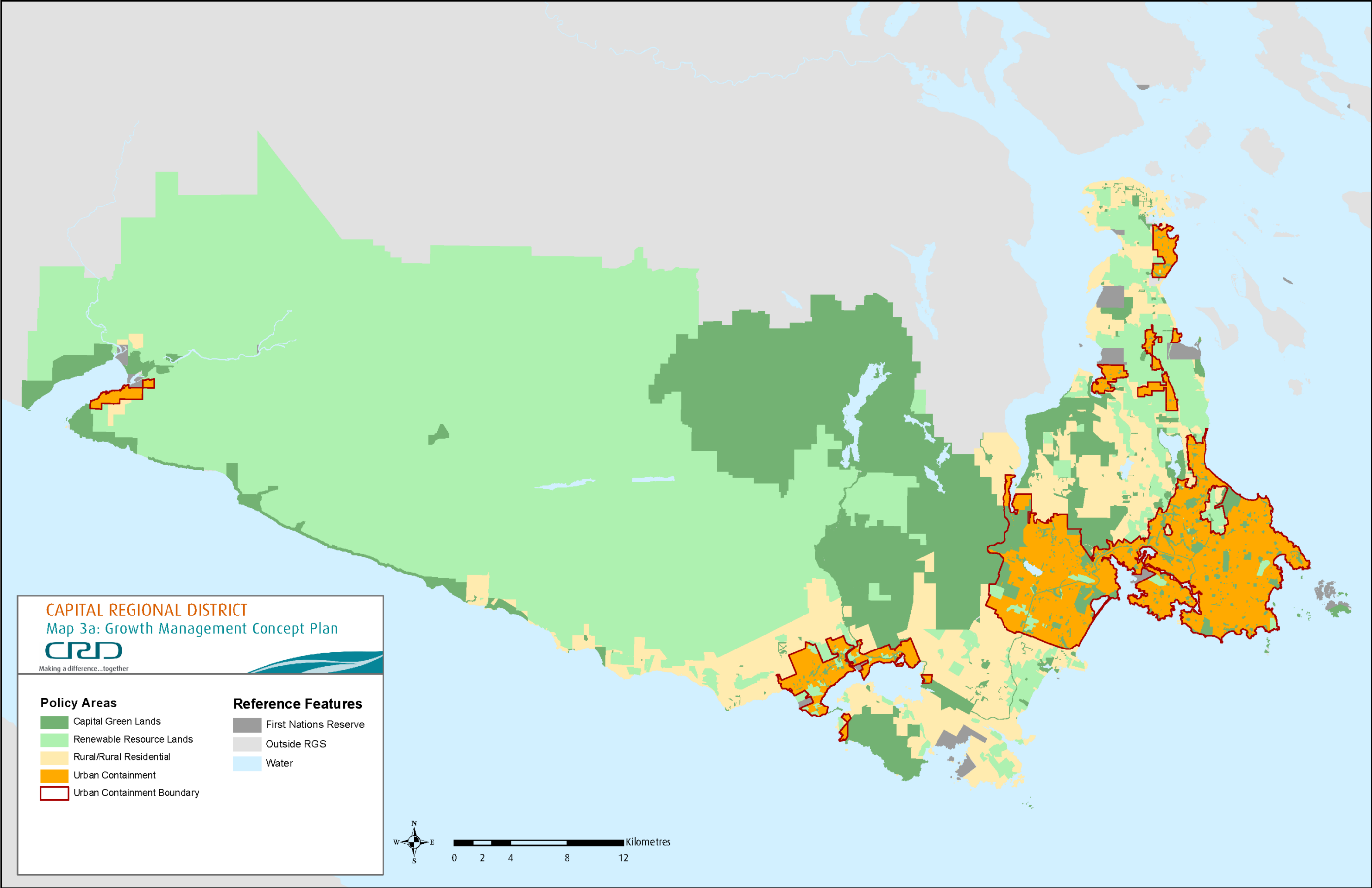
Within the Growth Policy Urban Containment Policy Area, employment and population growth is to be accommodated in directed to areas that meet criteria set out in Objective 3.1, for complete communities, as per the criteria set out in Objective 3.1. Complete communities are intended to accommodate housing,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

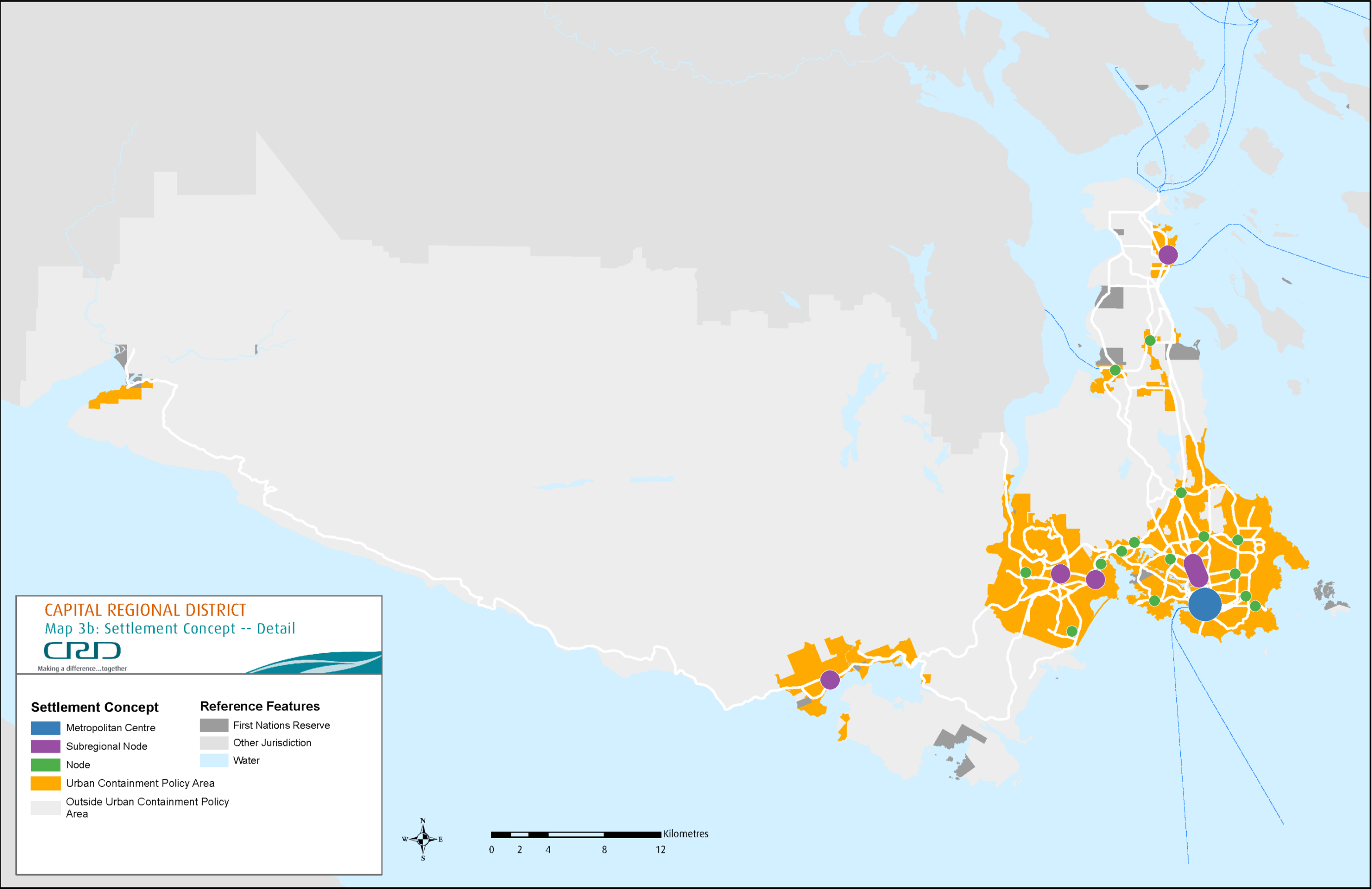
Where Capital Green Lands and Renewable Resource Lands Policy Areas overlap with the Growth Policy Urban Containment Policy Area, the land use policy for the Capital Green Lands and Renewable Resource Lands Policy Areas shall take precedence. Liquid waste service may be provided to such lands within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

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

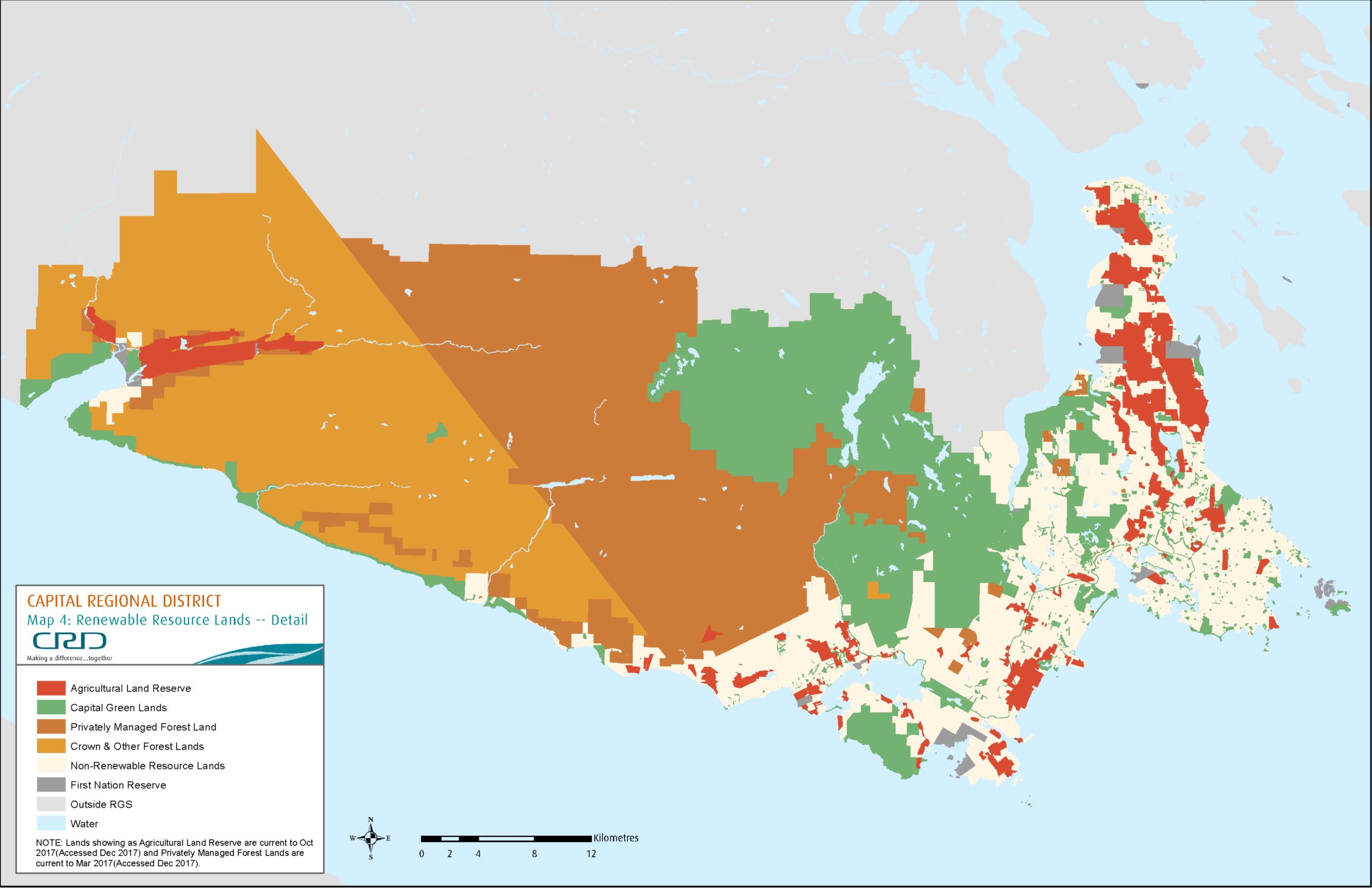
Municipal Boundary Adjustment Area: Includes approximately 380 acres of land, as shown in Map 3: Growth Management Concept Plan and Map 5: Municipal Boundary Adjustment – Detail, in the northwest portion of the District of Metchosin. The land within the Municipal Boundary Adjustment Area is designated as Rural/Rural Residential Policy Area, as per the land use designation set out in Objective 1.1. The Municipal Boundary Adjustment Area land is part of a municipal boundary adjustment proposal that, if approved, would result in the land being removed from the District of Metchosin and included within the City of Langford. In the event that the Province of British Columbia amends by Letters Patent the boundaries

of the District of Metchosin and the City of Langford to include all or part of the Municipal Boundary Adjustment Area within the City of Langford, the land within the City of Langford will be designated Growth Policy Area, as per the land use designation set out in Objective 1.1, within the Growth Policy Area Boundary.





MAP 4: RENEWABLE RESOURCE LANDS - DETAIL



~~MAP 5: MUNICIPAL BOUNDARY ADJUSTMENT – DETAIL~~

Policies

1. Provide for land uses consistent with the Growth Management Concept Plan depicted on Map 3(a) and adopt policies to implement the Growth Management Concept Plan consistent with the land use policy designations described in Objective 1.1.
2. Adopt policies regarding the protection, buffering and long term maintenance of the ~~Growth Policy~~Urban Containment Policy Area Boundary.
3. Permit amendment to the ~~Growth Policy~~Urban Containment Policy Area designation generally, only as an outcome of a comprehensive 5-year review of the Regional Growth Strategy, recognizing that municipal councils and the Capital Regional District Board are free to initiate at any time amendments to official community plans and the regional growth strategy they deem necessary, through statutory processes established in the *Local Government Act*.
4. Maintain Victoria as the primary regional employment, business and cultural centre.
- ~~5.~~ Enhance or develop major employment and population centres in areas that meet criteria, as set out in Objective 3.1, for complete communities.
- ~~5-6.~~ Encourage planned growth in the nodes shown on Map 3(b) and described in Objective 1.1, and plan for transportation infrastructure to align. It is recognized that the location of the nodes is conceptual and that municipal conformance may vary. Local planning decisions relating to nodes will not require a Regional Growth Strategy amendment.

1.2 Protect the Integrity of Rural Communities

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

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

Principles

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

Policies

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

2. Environment and Infrastructure

2.1 Protect, Conserve and Manage Ecosystem Health

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

Principles

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

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

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

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

Policies

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

2.2 Manage Regional Infrastructure Services Sustainably

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

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

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

The Saanich Peninsula Wastewater Treatment Plant provides secondary wastewater treatment to residents in the Saanich Peninsula. At the time of writing the Regional Growth Strategy, ~~a planning process is underway to identify wastewater management strategies for the Core Area~~ implementation of the Wastewater Treatment Project is underway. The project will provide tertiary wastewater treatment for residents of the core area municipalities, Colwood and Langford, and the Esquimalt and Songhees Nations. Private septic fields treat liquid waste for residents in rural areas.

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

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

Principles

- I. Promote settlement patterns that are cost-effective and efficient to service;
- ~~II.~~ Consider the current and future costs of infrastructure design, construction, maintenance and operation when considering whether to provide for new services or extend existing services;
- ~~III.~~ Minimize negative financial impacts to those currently serviced (impacts to consider system life cycle costs); and
- ~~IV.~~ Avoid negatively impacting the long-term availability of the service for existing development and planned growth within the ~~growth~~ Urban Containment Policy Area boundary, recognizing the impacts of climate change.

Policies

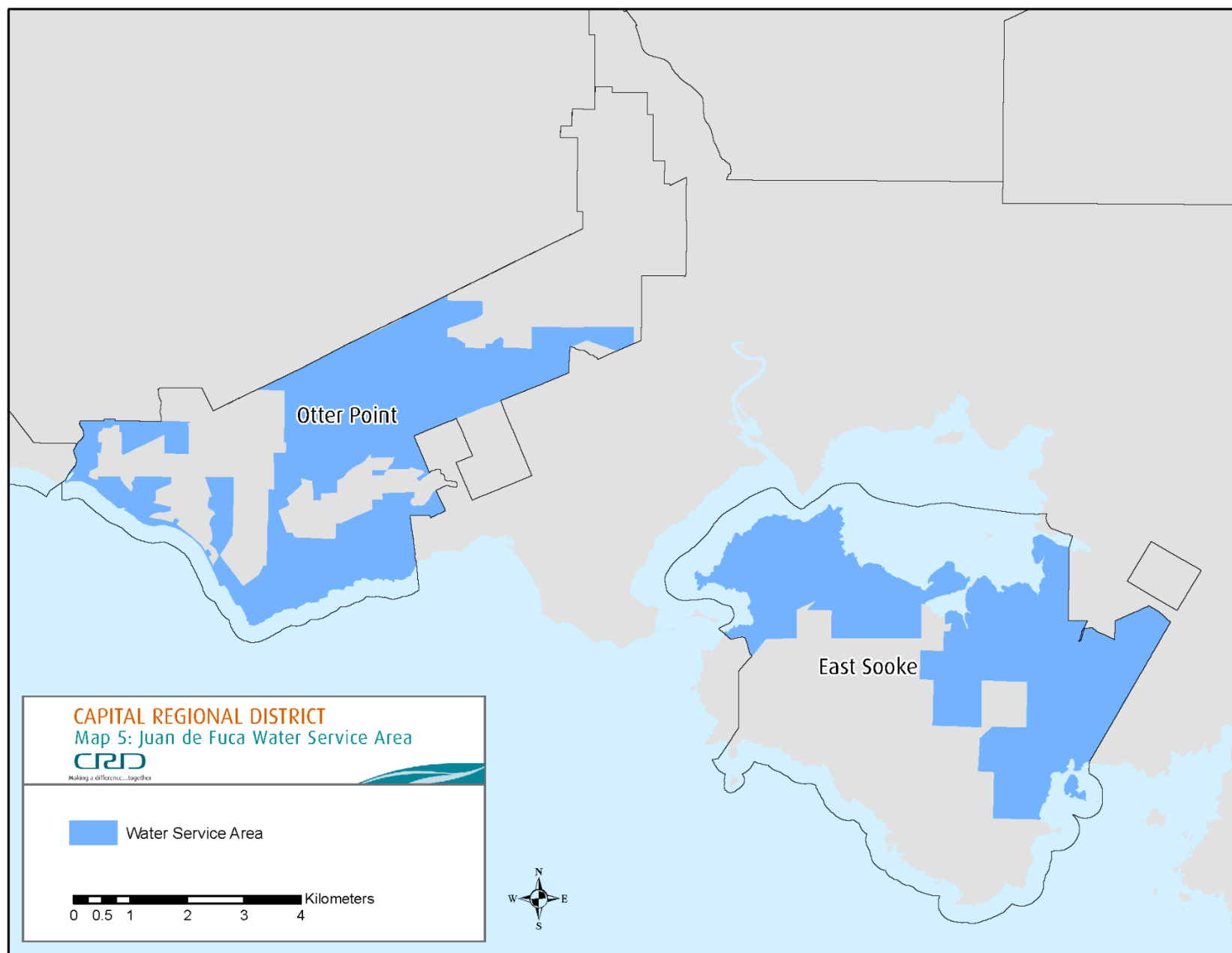
1. Manage infrastructure services, including water supply and distribution, in accordance with the principles set out in Objectives 2.1 (Protect, Conserve and Manage Ecosystem Health) and 2.2 (Manage Regional Infrastructure Services Sustainably). ~~Before approving a new water service bylaw, the full CRD Board must review the request for the new bylaw as it relates to the Regional Growth Strategy and deem the new bylaw consistent with the Regional Growth Strategy. This review is to include a detailed analysis of costs and cost recovery implications, including implications related to parcel taxes, fees, charges and grants, and subject to the principles as noted above. Full costs of water service extensions will be borne by new users. Lifecycle costs of water service extensions will be borne to the maximum extent possible by new users.~~
2. Provide new water system services (public or private) only to areas where Official Community Plans contain strong growth management provisions and where:
 - a. For a municipality, the areas to be serviced are shown on Map 3(a) as either ~~Growth Policy~~ Urban Containment Policy Area or Rural/Rural Residential Policy Area and the area to be serviced is consistent with ~~OCP~~ Official Community Plan servicing provisions and an accepted Regional Context Statement identifies the population to be serviced and how growth in water demand will be addressed. ~~Before approving a new water service bylaw, the full CRD Board must review the request for the new bylaw as it relates to the Regional Growth Strategy and deem the new bylaw consistent with the Regional Growth Strategy. This review is to include a detailed analysis of costs and cost recovery implications, including implications, related to parcel taxes, fees, charges and grants, and subject to the principles as noted above.~~
 - b. For the Juan de Fuca Electoral Area outside the Urban Containment Policy Area, the areas to be serviced are limited to East Sooke and Otter Point as shown on

Map 5 as within a Water Service Area, with total development of existing and new units in East Sooke and Otter Point not exceeding 3384 units. shown on RGS Map 3 as either Growth Policy Area or Rural/Rural Residential Policy Area and the area to be serviced is consistent with OCP servicing provisions and the The applicable OCP-Official Community Plan must identifyes the population to be serviced and how growth in water demand will be addressed.

b.c. For the Juan de Fuca Electoral Area inside the Urban Containment Policy Area, the area to be serviced is shown on Map 3(a) as Urban Containment Policy Area and the area to be serviced is consistent with Official Community Plan servicing provisions and the applicable Official Community Plan identifies the population to be serviced and how growth in water demand will be addressed. Where new water system services are provided to the community of Shirley-Jordan River, areas to be serviced may also include lands shown on RGS Map 3 as Renewable Resource Lands Policy Area and designated in the OCP as Coastal Uplands subject to limiting development potential of serviced parcels to a density of one parcel per four hectares, as set out in the OCP.

3. Notwithstanding policy 2.2(2), the CRD may extend water service if required to address a pressing public health, public safety or environmental issue relating to *existing units or to service agriculture*.
4. Notwithstanding policy 2.2(2), the CRD may extend water service to service agriculture. Where water service is extended to service agriculture ~~in Policy 2.2(3),~~ water service may be provided to residential units along the serviced line on lands within the Agricultural Land Reserve as long as an OCP is in place that prevents further subdivision or an increase in permitted residential density.
5. Do not further extend urban sewer services outside the Growth Policy Urban Containment Policy Area Boundary depicted on Map 3(a).
6. Notwithstanding policies 2.2(2) and 2.2(4), evaluate requests for services from jurisdictions outside of Capital Regional District membership with a view towards supporting mutually beneficial relationships and fostering development consistent with all RGS objectives and policies.

MAP 5: JUAN DE FUCA WATER SERVICE AREA



3. Housing and Community

3.1 Create Safe and Complete Communities

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

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

Complete Communities Criteria

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

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

Policies

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

3.2 Improve Housing Affordability

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

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

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

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

Approaches to Housing Affordability

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

Policies

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

4. Transportation

4.1 Improve Multi-Modal Connectivity and Mobility

The Regional Growth Strategy supports the development of a balanced and sustainable transportation system providing residents with reasonable and affordable transportation choices that enhance overall regional quality of life. Increasing congestion and travel delays and desires for a more effective, connected, sustainable and multi-modal transportation system are of central concern to regional residents. The majority of transportation movements in the region cross municipal boundaries. Although some transportation issues can be addressed at the local level, resolution of most transportation challenges will require collaborative, multi-jurisdictional, region-wide action.

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

Secondly, transportation choice will be enhanced with the planning, development and implementation of the Regional Multi-Modal Network identified in the Regional Transportation Plan. The Regional Transportation Plan provides actions and outcomes to develop an effective inter-municipal arterial road network that provides travel choices and supports smart growth and livable, complete communities. Implementing the Regional Multi-Modal Network is the responsibility of many actors, including the Capital Regional District, local and senior levels of government and BC Transit. Seven principles guide the Regional Transportation Plan and support the multi-modal and connected approach to transportation across the region.

Principles

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

Policies

1. Implement the Regional Transportation Plan in accordance with the principles outlined in Objective 4.1.
2. Locate growth and major trip-generating uses where such can be efficiently serviced by transit and active transportation.
3. Prioritize transit and active modes in community planning and in the design and implementation of infrastructure, facilities and programs.
- ~~3.4.~~ Advocate for improved public transit to major employment centres, complete communities and transportation hubs in the region.

5. Economic Development

5.1 Realize the Region's Economic Potential

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

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

Economic Development Considerations

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

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

Policies

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

6. Food Systems

6.1 Foster a Resilient Food and Agriculture System

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

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

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

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

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

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

Principles

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

Policies

1. Implement initiatives in accordance with the principles outlined in Objective 6.1, based on voluntary participation of local governments in any new services.
2. Enable food production, processing and distribution that will foster a place-based food economy that increases access to local, nutritious, safe and culturally appropriate food local food security.
3. Support food waste management that is environmentally sustainable, benefits the regional economy and improves residents' connections to rural and agricultural landscapes.
- ~~3.4.~~ Monitor the status of agricultural land, including the amount of actively farmed land, with the objective of promoting agricultural viability and food production.

7. Climate Action

7.1 Significantly Reduce Community-Based Greenhouse Gas Emissions

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

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

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

Principles

- I. Create a low-carbon built form to reduce energy demand;
- II. Increase energy efficiency and recovery from retrofits and new development;
- III. Promote energy efficiency and the use of renewable, clean energy to reduce reliance on fossil fuels; ~~and~~
- [IV.](#) ~~Protect~~ [and assess](#) the carbon sequestration [and ecosystem](#) values of natural systems, including forested lands, [agricultural lands](#) and wetlands; ~~and~~
- [V.](#) ~~Be resilient to climate change impacts, including climate-related natural hazards;~~ [and](#)
- ~~IV-VI.~~ [Promote adaptation principles of managed retreat, avoid, accommodate and protect.](#)

³ Source: Community Energy and Emissions Inventory (CEEI). Province of BC.

Policies

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

Implementation Measures

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

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

I-6. Coordinate the review and update of regional planning documents to inform future updates to the Regional Growth Strategy and guide CRD action on housing, transportation, regional district services, parks and natural areas and economic development. Documents may include, but are not limited to:

- Housing Affordability Strategy⁴
- Regional Transportation Plan
- Pedestrian and Cycling Master Plan
- Liquid Waste Management Plan
- Integrated Watershed Management Plan
- Solid Waste and Resource Management Plan
- Regional Parks Strategic Plan
- Food and Agriculture Strategy*
- Climate Action Strategy*
- Population, Dwelling Unit and Employment Projections⁵

I-7. Implement the Regional Growth Strategy without prejudice to any aboriginal rights or title that may currently exist, or be defined further through treaty or other processes. The Board will do this with the full recognition that Capital Region First Nations have asserted within their traditional territories, aboriginal rights and title and treaty rights currently undergoing formal definition through the modern treaty and other processes. The Board recognizes that First Nations Councils are neighbouring governments in the Capital Region, with a shared interest in managing long term development to enhance regional quality of life.

I-8. Coordinate with the Cowichan Valley Regional District and the Islands Trust to ensure that long term planning and development policies and initiatives in those jurisdictions are compatible with the vision and objectives of the Capital Region's Regional Growth Strategy.

I-9 The Capital Regional District will work with the Province, agencies such as the Vancouver Island Health Authority and BC Transit, and the federal government to

⁴ At the time of writing, the ~~Food and Agriculture Strategy and the Climate Action Strategy are~~Housing Affordability Strategy is under development.

⁵ Population, dwelling unit and employment projections presented in Table 1 based on the 2011 Census data will be updated using the most recent census data at the time of the first update to the 2018 Regional Growth Strategy.

coordinate implementation of the Regional Growth Strategy while respecting the authority of each jurisdiction.

TABLE 2: 2038 TARGETS BY PRIORITY AREA AND OBJECTIVE

PRIORITY AREA	OBJECTIVE	TARGETS BY 2038
1) Managing and Balancing Growth	1.1 Keep Urban Settlement Compact	<ul style="list-style-type: none"> Accommodate a minimum of 95% of the region's new dwelling units within the Growth Policy Urban Containment Policy Area.
	1.2 Protect the Integrity of Rural Communities	
2) Environment and Infrastructure	2.1 Protect, Conserve and Manage Ecosystem Health	<ul style="list-style-type: none"> Acquire 100% of the sea-to-sea green/blue belt. Complete 100% of the Regional Trail Network. Reduce contaminants to fresh and marine water bodies.
	2.2 Deliver Services Consistent with RGS Objectives	<ul style="list-style-type: none"> Prepare long-term capital plans for Capital Regional District utilities and major infrastructure improvements necessary to address the that take into consideration the conservation of land, water and energy resources and the impacts of climate change and natural hazards.
3) Housing and Community	3.1 Create Safe and Complete Communities	<ul style="list-style-type: none"> Municipal targets for the number of people living in complete communities to be identified by municipalities in Regional Context Statements.
	3.2 Improve Housing Affordability	<ul style="list-style-type: none"> Increase the supply of more affordable housing. Reduce the number of people in core housing need. Reduce the number of people who are homeless.⁶
4) Transportation	4.1 Improve Multi-Modal Connectivity and Mobility	<ul style="list-style-type: none"> Achieve a transportation system that sees 42% of all trips made by walking, cycling, transit.
5) Economic Development	5.1 Realize the Region's Economic Potential	<ul style="list-style-type: none"> Achieve a jobs/population ratio of: <ul style="list-style-type: none"> – 0.60 in Core Area – 0.53 in Saanich Peninsula – 0.36 in West Shore
6) Food Systems	6.1 Foster a Resilient Food and Agriculture System	<ul style="list-style-type: none"> Increase the amount of land in crop production for food by 5,000 ha to enhance local food security. Municipal targets to increase the amount of land in crop production for food and to encourage agricultural land to

⁶ Numeric targets will be identified in an updated Regional Housing Affordability Strategy. At the time of writing, the targets in the approved Regional Housing Affordability Strategy are inconsistent with the legislated timeline of the Regional Growth Strategy.

PRIORITY AREA	OBJECTIVE	TARGETS BY 2038
		be identified by municipalities in Regional Context Statements.
7) Climate Action	7.1 Significantly reduce community-based greenhouse gas emissions	<ul style="list-style-type: none"> Reduce community greenhouse gas emissions by 33% (from 2007 levels) by 2020, and by 61% by 2038.

Appendix A: Community Profiles

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

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

Community profiles/vision statements are described below.

Central Saanich

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

Colwood

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

Esquimalt

Esquimalt exhibits a more sustainable model of urban development where the quality of the natural and built environment passed on to the next generation is healthier than at present. Esquimalt's high quality parks and recreation facilities along with its walkability are valuable community assets. Through infrastructure investment and redevelopment, Esquimalt Road

will transition into a vibrant, urban environment. It is Esquimalt's intention to strengthen its commercial/retail sector to service the expanding needs of the community and to market our central location to businesses and high-tech industries. The Esquimalt graving dock and CFB/BFC Esquimalt are an important contributor to the regional economy.

Highlands

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

Juan de Fuca Electoral Area

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

Langford

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

Metchosin

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

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

North Saanich

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

Oak Bay

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

Saanich

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

Sidney

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

Sooke

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

Victoria

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

View Royal

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

Appendix B: Framework for Our Future Guiding Principles

On July 15, 1998 the Capital Regional District Board resolved to adopt the *Framework for Our Future Agreement* to guide the development of a regional growth strategy for the Capital Region. The Framework Agreement provided general guiding principles for the preparation of the Regional Growth Strategy. ~~Over 15~~^{Twenty} years later, in ~~2016~~²⁰¹⁸, this framework endures as the foundation of the Regional Growth Strategy.

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

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

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

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

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

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

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

Appendix C: The Regional Green/Blue Spaces Vision

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



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

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

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

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

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

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

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

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

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

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

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

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

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

Appendix D: Glossary

Agricultural Land: Agricultural land (farm land) is comprised of areas that support the growing, producing, raising or keeping of animals and plants allowed by British Columbia's various Acts and Regulations. This refers to land designated as agricultural land under the *Agricultural Land Commission Act* or by municipal or regional governments within land use bylaws. The definition also includes land assessed as farm land.

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

Capital Green Lands Policy Area See Land Use Designation definition on page 11.

Climate Change A change of climate which is attributed directly or indirectly to human activity.⁷

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

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

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

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

Food Security: A multi-faceted condition which ensures that community residents have access to safe, affordable, culturally acceptable, nutritionally adequate diet through a system that maximizes community self-reliance, environmental sustainability and social justice.

⁷ Based on the United Nations Framework Convention on Climate Change definition.

Greenhouse Gas (GHG) Gases in the earth’s atmosphere that absorb and re-emit infrared radiation. These gases occur through both natural and human-influenced processes. GHG emitted through human activities include carbon dioxide (CO₂), nitrous oxide (N₂O), methane (CH₄), hydrofluorocarbons (HFCs), perfluorocarbons (PFCs), and sulphur hexafluoride (SF₆).

Growth management Implementation of government regulations that control the type, location, quality, scale, rate, sequence or timing of development. More generally, the whole range of policies designed to control, guide or mitigate the effects of growth. By attempting to guide growth rather than react to its effects, communities engaged in growth management assume a proactive stance in ensuring that the very qualities that attract growth are not destroyed for existing residents and future generations.

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

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

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

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

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

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

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

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

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

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

Renewable Resource Lands Policy Area See [Land Use Designation definition on page 11.](#)

Rural / Rural Residential Policy Area See [Land Use Designation definition on page 12.](#)

Sea to Sea Green/Blue Belt A band of watersheds running between Saanich Inlet and Sooke Basin that includes major parks and Capital Regional District Water lands.

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

Urban Containment Policy Area See [Land Use Designation definition on pages 11-12.](#)

Growth Policy
Urban Containment Policy **Area Boundary** The area contained within a regulatory boundary (an urban containment boundary) marking the limit between a defined urban growth and servicing area and other areas such as rural and resource areas, where urban growth is discouraged.

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

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