

Annotated Bibliography of Regional Growth Strategy Publications

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Foundations For Our Future

Capital Regional District
Regional Growth Strategy

Annotated Bibliography of Region Growth Strategy Publications

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Prepared by
CRD Regional Planning Services

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Key: The following symbols are used to provide some helpful basic information.

-  Contains Maps
-  Available on www.crd.bc.ca
-  Available at Victoria Public, Camosun College, Road Roads, and University of Victoria Libraries, or from CRD offices at 510 Yates Street, Victoria.
- T** Technical Report
- P** Part of Public Consultation Process
- X** Part of Political Process
- F** Frequently Requested

Regional Growth Strategy (RGS) Reports

Preface

The Regional Planning Services (RPS) Department is in the process of preparing a *Regional Growth Strategy*. As part of the growth strategy preparation process, numerous publications have been assembled and prepared. The following is an annotated bibliography of the publications that were both collected and prepared as part of the process. In addition, other related material such as the CRD Parks Master Plan and a compendium of meetings are also included. Other publications such as the Regional Growth Strategy and supporting substrategies will be added at future dates.

I. Board Adopted Reports & Policy

Framework for Our Future Agreement, An Agreement Between the CRD and Member Municipalities on a Framework for the Preparation of the Capital Region's Growth Management Strategy **F**

September 1998; updated December 1999, 29 pages plus appendices.

This agreement identifies the scope, vision and priority areas for the RGS. It is based on vision statements, goals and general land use policies identified in the municipal official community plans (OCPs) and in the Regional Green/Blue Spaces Strategy. The main elements of this vision are based on principles of compact and complete urban development, protection of rural and natural lands and a transportation policy that integrates and strengthens all transportation options. The report, adopted by the Board on July 15, 1998, also identifies six priority areas on which the strategy must focus: managing and balancing growth; transportation; economic development; environment and resources; housing; and, social well being.

Development & Weighting of RGS Evaluation Criteria **T**

*(Appendix G in "Growth Strategy Alternatives for the Capital Region")
1998, 19 pages.*

This appendix to the larger report outlines the steps taken to develop a process to identify and weigh key evaluation criteria related to choosing the appropriate growth option for the Capital Region. Steps to identify criteria, the criteria ultimately identified, the weighting of it, the evaluation of the weighted criteria by the CRD Board at a workshop held on November 27, 1998 and a definition of what it includes are all parts of this report.

Growth Strategy Alternatives for the Capital Region **F**

October 1999, 50 pages.

This study outlines each of the four growth strategy options and nine strategic elements on which they are based, and also provides some background information on demographics, growth projections and the principles that shaped the development of the four options. The four options are: 1) A Base Strategy of Rural Protection & Urban Containment designed to achieve the current designated development capacity outlined in the Official Community Plans; 2) Metropolitan Core & Major Centres designed to direct new growth into Victoria and eleven other major centres; 3) Transit-linked Towns, designed to develop a series of complete communities con-

nected along a high–capacity transit corridor; and, 4) Hierarchy of Walkable Centres, development of a hierarchy of pedestrian–scale villages plus larger centres. All four options are intended to manage growth and extend the regional vision to 2026 and beyond. This Report outlines the capabilities of each strategy to accomplish this effectively and was endorsed by the CRD Board on February 17, 1999.

2. Process Review

CRD Regional Growth Strategy Consultation Program  
1996, 30 pages.

This report explains the consultation process, covering all aspects of it, including who is involved, what they do, what they have done so far, a timeline of what they will do, and what major decisions and publications have been produced by the process so far. It was adopted by the Board on August 14, 1996.

Guide to the Capital Region’s Growth Strategy Project  
January 2001, 11 pages.

This overview defines a regional growth strategy, outlines its importance and major advantages, and sets out the 14 goals for adopting such a strategy in the CRD, as required by the Local Government Act (s. 849). The purpose of this report is to be a convenient reference guide. It contains a brief history of the project and the relevant events and publications that preceded it. It also outlines the scope and 5 key elements of the project (to address housing, transportation, regional district services, parks & natural areas; and economic development), and also explains the organisation, decision–making and consultation process.

Frequently Asked Questions on the Capital Region’s Growth Strategy  
regularly updated on www.crd.bc.ca.

An on–line posting of questions and answers covering all aspects of the RGS process. This site is organised into broad categories: organisation; population growth; stakeholders & decision–makers; issues, framework, vision & related issues; implementation & monitoring; cost; public consultation, and further information. Answers are provided to a range of questions regarding the RGS and its implications.

Milestones: A Chronology of Key Decisions & Events in Developing the Capital Region’s Growth Strategy 
regularly updated on www.crd.bc.ca

A frequently updated timeline of significant events in the development of the RGS, from the formal initiation of the process in 1996, through to date.

3. General Background Research

An Analysis of Policies & Priorities in the Capital Region  
1996, 26 pages.

This document examines the possible basis for common ground in the development of a regional growth strategy by examining the policies and priorities shaping regional growth. It seeks to identify a pattern in policy direction and to determine whether there are any major gaps or contradictions in policy affecting growth. The report makes both general and specific conclusions on the question of common ground. For example, it concludes that: the regional perspective of most municipalities is limited, as is long–term policy–making; there is clear consensus on the need for environmental protection; growth is accepted in moderation but policy direction tends to favour conservation,

over growth; there is little discussion or co-ordination on issues effecting the region as a whole, contradictions in policy and procedure do exist related to regional growth and development issues generally.

The Island in a Sea of Change: Trends Affecting the Future of the CRD



1996, 45 pages.

This report first examines trends in population growth and demographic change in the CRD and the wider North Pacific region and also looks at how these trends relate to trends in the economy, housing, social conditions and the environment. Major findings include: a projected population in the CRD of 450,000 by 2021; a 65% increase in the proportion of the population of the CRD aged 45 and over; a shift towards an economy based on services, information technology and small businesses; an increasing demand for housing; rising health care costs related to an aging population; rising demand for a high quality built and working environment, and; deteriorating quality of the natural environment as the CRD continues to grow. It sets up a premise on which to base subsequent studies to respond to these various trends.

Island Outlook: A Discussion Paper on the Implications of Growth in the Capital Region



1997, 76 pages.

This report asserts that the rate of growth in the region is less important than the way in which it is accommodated, and concludes that design and planning can reduce the negative effects of growth. Major projections set out here are based on those established in *An Island in a Sea of Change*. The major implications outlined are: the majority of growth in the CRD will be in the Western Communities thus the demand for housing will be highest here; the Region's economic base will become more geographically dispersed; redevelopment and intensification in existing areas is required in order to meet the housing demand; improvements in the planning process are needed to encourage this type of development; demand for detached housing will increase but availability of land will decrease; the provision of adequate transportation infrastructure and infrastructure generally faces major challenges.

4. Technical Reports

4.1 OCP Option

The OCP Option is derived from the OCP's of the 12 municipalities and 2 electoral areas in the Capital Region. It is intended for use as a tool for identifying issues that should be included in the Regional Growth Strategy (RGS), and to provide a base case (a composite RGS option based on the existing OCPs) for the options to be examined as part of the RGS process. Before going on to consider other options, the board wanted to know what an OCP-based RGS would entail.

The OCP Option (published in *Foundations for Our Future 3*)

August 1997, 8 pages.

This outline of the OCP Option compiles the regionally significant information contained in the individual OCP's for each of the twelve municipalities and 2 electoral areas in the Capital Region. The vision statement of each municipality, as expressed in their OCP, is outlined and key common themes for action are identified. A chart outlines progressively more specific concerns by first listing general themes (ex. Environment & Natural Resources), then specific goals (ex. To preserve and protect

the agricultural land base), and finally, directions for change (ex. Preserve and protect lands with agricultural potential from incompatible land uses). The report also provides important demographic information and outlines a program for action.

OCP General Content & Regionally Significant Statements Analysis

August 1997, 75 pages.

This compilation of relevant content from the OCPs is presented in two sections. The first section, General Content, is a summary of salient points, goals and information taken from each of the OCPs, regardless of whether or not these points have regional significance. The second section is a compilation of statements made in the OCP that directly pertain to regional issues. Statements are presented in a standard format and structure and are intended for use as a tool for the purposes of preparing an OCP-based RGS option.

OCP Option Analysis **T**

October 1997, 81 pages.

This report assesses the strengths and weaknesses of the use of the OCP Option as a basis for an RGS, before any other options are developed. Categories used in the analysis include transportation, land use, social and economic issues, environmental issues, future growth and development patterns. Conclusions are drawn based on analysis and, on the basis of these, the likely performance of the OCP Option as a growth strategy is assessed.

Analysis & Assessment of Transportation Impacts **T**

October 1997, 28 pages

This report analyses the impact that an increased population will have on transportation infrastructure. Assuming significant growth in both population and employment, based on current development trends, the effects on transportation will be widespread; serious congestion is projected to increase by more than 2,400%. The study identifies a number of key issues and makes recommendations related to the use of the private car, public transport, the roads network and speculates on the cost and possible focus of improved transportation facilities.

Formal Comments on the Option **X**

October 1997, 81 pages.

This document is a compilation of comments on the OCP Option in the form of the complete text of responses from the municipalities, involved public agencies, such as the Ministry of Transportation and Highways, and selected CRD Departments. Tables summarising the main points made by those who submitted comments are also included, as well as some other relevant documents and correspondence.

Population, Employment & Housing Unit Projections, 1996–2021

  **T**

November 1997, 15 pages.

This report provides background information on population, housing and employment projections as a tool for assessment of the OCP Option as the basis of an RGS. It is based on the assumption that growth will occur according to the land use policies laid

out in the OCPs. It assesses supply and demand for housing, rate of population growth and employment projections for the Victoria Census Metro-politan Area.

4.2 Growth Strategy Alternatives

The following reports document the process of developing the Four RGS Options, analysing the attributes of each option and finally, choosing an Option, or combination of Options to direct growth in the Capital Region as part of the Growth Strategy. The Four Options developed in this process are:

- 1) A Base Strategy of Urban Containment & Rural Protection: *based on achieving the development capacity of the OCPs;*
- 2) Base Strategy + Metropolitan Core & Major Centres: *concentrates new growth on downtown Victoria and eleven regional centres;*
- 3) Base Strategy + Transit-linked Towns: *concentrates new development in mixed-use centres along a transit corridor; and;*
- 4) Base Strategy + Hierarchy of Walkable Centres: *concentrated new growth to pedestrian-oriented villages and larger centres throughout the region.*

The consultation process resulted in the selection of Option 2 with elements of Option 3.

Development of the Growth Strategy Alternatives for the Capital Region



December 1999, 19 pages, plus appendices.

This report outlines the process of selecting four strategic concepts and, from these, the development of four Regional Growth Strategy alternatives that best address the vision and priorities outlined in the “Framework for Our Future” agreement.

Technical Analysis & Assessment: RGS Options for the Capital Region



July 2000, 67 pages.

This report presents the results of the technical summary undertaken to assess the effectiveness of each of the four options. The options were measured against the CRD Board’s priority areas and criteria, using computer models and interviews. The report concludes that, while no one option clearly out-performs all the others, Option 2, Metropolitan Core & Major Centres, combined with some modifications, and some additional density in the core area municipalities seems the best choice. The process of determining this, as well as a detailed comparison and analysis of all four options is the subject of this document.

Population Dwelling Unit and Employment Projections for the Capital Region’s Growth Strategy Alternatives, 1996 – 2026

June 2000, 38 pages.

This report outlines the methodology used to develop population, dwelling unit and employment projections and allocations for 1996 to 2026 as part of the technical assessment for the RGS alternatives.

5. Consultation Process Reports

5.1 With Citizens

Capital Ideas Program Survey – Results & Analysis

November 1997, 30 pages, plus appendices (Appendix E – Compilation of Additional Comments comes as a separate document).

This presents the results and analysis of a survey undertaken to gain insight into public concerns and support for a range of issues raised by the RGS process and by growth in the Capital Region and on the OCP option. The report covers all aspects of the survey and the survey results, including a profile of the survey respondents and background information about the Region and the Capital Ideas Process generally.

Capital Ideas Public Forum: Submissions on Future Visions, Priorities & Ideas on Managing Growth

May 1998, 376 pages.

This is a compilation of presentations and submissions made at the Capital Ideas Public Forum. It is organised into key themes and sub-headings that emerged from the presentations. The text of all submissions received is printed in full and a summary of oral presentations is provided.

Report of RGS Options Survey – Random

August 2000

A random public survey was carried out on the four Options and the results are detailed in this report. The survey was conducted by telephone on a pre-selected sample of people who had been sent “Citizens Guide to the Growth Strategy Options”. Analysis of their responses and choice of Option is the subject of this report.

Report of RGS Options Survey – Non-Random

September 2000

A non-random survey on the four options was carried out and the results are detailed and analyzed in this report. The survey was distributed through community newspapers to each household in the Region. Respondents were self-selected thus there can be no claims made about the representativeness of the survey but the results do offer insight on citizens’ opinions on the growth strategy process.

Capital Choices 2000: Public Forum on Regional Growth

October 2000, 14 pages.



This paper presents a summary of all the presentations and written submissions given at the Capital Choices 2000 Public Forum. The Forum was an opportunity for the public to voice their views on the four growth strategy options. This summary was presented to delegates at the Capital Summit 2. Summaries are presented in point form and are grouped under 14 broad themes identified by the speakers as primary areas of concern or as an issue. The full report, which includes the original submissions, is available at the public libraries or from Regional planning Services.

Capital Choices 2000: Citizens Guide to Growth Strategy Options

May 2000, 8 pages.

This is a short and accessible guide to the four growth strategy options, summarised for public information. It includes an explanation of the four options, and an invitation for public input. Copies were distributed in the local papers, public libraries and recreation centers. There also was a four page public survey on the four growth strategy options.

“Foundations for Our Future” is the Capital Regional District Board’s four–year process to develop a *Regional Growth Strategy*. This series of bulletins is published to keep the public informed and involved in major aspects of the process of developing and adopting a growth strategy.   **F**

1 – Laying the Foundation, November 1996, 8 pages.

This bulletin presents an overview of the purpose, timing, and consultation opportunities of the “Foundations for Our Future Project” and a general explanation of regional growth and the importance of a regional strategy.

2 – Surveying the Future, June 1997, 8 pages.

This bulletin presents an overview of research into growth trends in the Capital Region, and their implications for people, the economy, housing, transportation, the environment, schools, health care and infrastructure.

3 – Setting the Base Case: The OCP Option, August 1997, 8 pages.

This bulletin includes the complete text of the OCP Option, also included is a questionnaire designed to obtain the opinions of residents on the issues and priorities facing the Region in the future.

4 – Assessing the Base Case: Evaluation of the OCP Option, February 1998, 12 pages.

This bulletin presents the results of the analysis and evaluation of the OCP Option derived from the Official Community Plans of the Capital Region. Summarise the strengths and weaknesses of the OCP Option as well as the findings from the Capital Ideas Survey.

5 – A Proposed RGS Framework: The Board Invites Your Comments, March 1998, 18 pages.

This bulletin summarises “Growth Within Limits: A Proposed Framework for the Preparation of the Capital Region’s Growth Management Strategy”, a report that describes the context, scope and direction of further work leading to a regional growth management strategy.

6 – Taking the Next Step: Developing RGS Alternatives, October 1998, 4 pages.

This bulletin describes the process and method leading to the development of the four RGS alternatives.

7 – Seeking Municipal Support: Municipal Councils Review the Proposed Alternatives, May 1999, 8 pages.

This bulletin summarises the four alternative proposals for regional growth that were developed and released for discussion, modification and decision–making to be adopted as the basis of a comprehensive growth management strategy for the Capital Region.

8 – Citizens Guide to the Growth Strategy Options, June 2000, 8 pages.

Summarised previously under “Development of the Four RGS Options”.

9 – Choosing an Option, November 2000, 8 pages.

This bulletin describes the results of the consultation and analysis process undertaken for the CRD Board in order to select a growth management option. Included are the results of the public survey and public forum as well as the proceedings from Capital Summit 2.

10 – Seeking Input for the Proposed Regional Growth Strategy, May 2001, 8 pages

This bulletin provides a summary, including three maps, of the *Proposed Regional Growth Strategy*. The bulletin asks for input into the *Proposed RGS* and offers means of providing input.

5.2 With Elected Officials

Proceedings of the First Regional Summit of Elected Officials

   X T

January 1998, 20 pages.

The First Regional Summit, convening under the theme, “Identifying the Issues, Defining the Priorities – A Review and Consideration of the Official Community Plan Regional Growth Option”, discussed and evaluated the OCP Option. Participants identified fourteen topics with high importance to be the basis of further discussions and decisions. This report consists of an executive summary of the proceedings, and extensive appendices with details of the method used to gather information and generate discussion. The priorities identified here form the bases of the “Framework for Our Future” document.

Proceedings of Capital Summit 2 X

September 2000, 19 pages.

This report presents the process and results of Capital Summit 2, a meeting of elected officials called to discuss the four growth strategy options, prioritise the strategic elements and either choose a preferred option or suggest a new hybrid alternative. Participants selected Option 2, Metropolitan Core & Major Centres with a reduced number of centres and an orientation to long term transit network development, Transit-linked Towns. The elected officials indicated that all six strategic elements should be included in the RGS. The reasons for this, and the information presented to the delegates are all outlined in this Report.

6. Committee Reports and Minutes

Compendium of Meetings produced annually. 

The CRD releases a compendium of meetings, a compilation of the proceedings of the CRD related to the development of the growth strategy. The following are currently available:

- ***1996 RGS: Meetings & Media Releases***, 236 pages.
- ***1997 RGS: Meetings, Media Releases & Submissions from Citizens & Community Groups***, 499 pages.
- ***1998 RGS: Meetings, Media Releases & Submissions from Citizens & Community Groups***, 598 pages.
- ***1999 RGS for the Capital Region: Compendium of Meetings***, 502 pages.
- ***2000 RGS for the Capital Region: Compendium of Meetings***, 446 pages.

7. Related Strategies, Initiatives and Reserach

7.1 Protection of Green/Blue Spaces

Regional Green/Blue Spaces Strategy **F**

1996, 33 pages.

This report identifies a range of protection actions and initiative's to protect the Regions Green/Blue Spaces. Main issues covered are: why regional green/blue spaces should be protected; which spaces should be protected; how this should be achieved; and, who should be responsible. It also outlines a broad regional vision, provides information for inclusion in the Regional Growth Strategy and for more specific regulatory land use planning; increases awareness of the importance of conservation; and provides information for updating the CRD Parks Master Plan and for generally identifying areas of interest to CRD Parks, the PCC, senior governments, developers and the public. Adopted by the Board in November 1997 as a guide to the development of the RGS.

CRD Parks Master Plan

1998, 51 pages.

The CRD Board has adopted this update of the 1987 Parks Master Plan. It outlines the CRD Parks Department's vision and purpose for having a Regional Parks plan. Subjects covered in this document include proposals on the purpose of parks and trails, the parks and trails system itself, and details of the management of it.

7.2 Transportation

Costs of the Proposed Regional Bicycle Network **T**

1994, 68 pages.

As indicated by the title, this study estimates the cost of a regional bikeway network by studying the estimates provided by the separate municipalities, the CRD and the City of Victoria and arriving at a co-ordinated cost estimate. Background information on how the approximate costs were reached, as well as what assumption were made is also provided. The report also includes diagrams showing street sections at strategic points and to indicate the different types of pathways that could be included in the route.

Status of Cycling in the Capital Region

February 1998, 38 pages.

This report is an update and assessment of the 1993 "Cycling as a Transportation Strategy". It summarises the state of the 1993 recommendations, the efforts made to make the region more accommodating to bicycle travel, current cycling trends in the Region, and assesses the most pressing cycling issues in the Region. Significantly, the report concludes that cycling has become an increasingly popular mode of transport, and that the reputation of the Capital Region, in terms of cycling as both transportation and recreation, has been strengthened by more cycle-friendly policies. As both a cause and effect of increased cycling activity, the Province, municipalities and other agencies have been working to implement policies that promote cycling such as expansion of bikeways and increased discussion on improving facilities for cyclists at all stages of the trip.

8. Historical Background Documents of Note

8.1 Historical Regional Plans

The Capital Regional Plan

1959, 50 pages.

This document is the first major comprehensive strategy to manage growth in the Capital Region. The population is projected to be 196,000 by 1976. The plan is based on the principles of compact development, orderly progression, preservation of the countryside and recognition of the beauty of the natural setting. Strategies outlined include the development of regional commercial centres, urban redevelopment and renewal, plans for limiting sprawl and requirements for comprehensive residential area plans.

The Victoria Metropolitan Area Official Regional Plan

1974, 25 pages.

This report updates and revised the strategy for responding to large-scale inter-urban planning and development problems facing the Region. It is intended to co-ordinate the activities of local and senior levels of government and the private sector and direct them toward a common course of action. The population is projected to be 350,000 by 2000. It is based on the principles of preserving both quality of life and land with ecological, recreational, aesthetic or agricultural significance. Its key recommendations are: compact development, regional commercial centres, co-ordination of land use planning with transportation services and retention of a regional green belt. Significantly, it is the first plan to consider fiscal capabilities and the economic base.

Capital Region Plan

1983, 50 pages.

This plan was written to update the 1974 Plan and to include the Sooke Electoral Area. The population is projected to be 360,000 by 2001. The Plan was never adopted as the Province cancelled regional planning legislation. It outlines proposals to encourage moderate population increases in urban core areas to relieve pressure in the Peninsula and the West, to upgrade services and to link development with availability of services. Sooke is to develop as a separate community with links to the Metropolitan Area. The Plan promotes variety of residential opportunity, economic diversification, job creation in growth areas and preservation of the Region's natural physical qualities.

Regional Growth Review

1989, 35 pages.

This review assesses the ability of the region to increase its housing supply but is limited by existing municipal land use and infrastructure policies. Specifically, it determines that the amount of land available is insufficient to accommodate the additional 20,000–25,000 dwelling units projected. The review projects the population to be 328,440 by 2001. It recommends that the Regional Board set up a task force to co-ordinate a Regional Development Strategy to address the provision of sufficient infrastructure.

8.2 The CRD ‘Tomorrow Project’

In 1991, the CRD Board commissioned four region-wide studies and reports under the title ‘CRD Tomorrow’ that provided valuable perspectives and information on growth in the Capital Region.

Report of the Task Group on Atmospheric Change

1992, 106 pages.

Identifies goals for all levels of government in the Region to respond to issues of local and global air quality and atmospheric change. Goals related to regional growth include: regional planning that reduces use of fossil fuels through better service in a range of mobility options such as transit, walking and cycling; high-density mixed-use development; more research into the real costs of car travel and the incorporation of findings as a basis for transportation planning and public education. Also makes recommendations on many other topics including increasing energy efficiency, reducing greenhouse gas emissions, as well as recommendations for implementation.

Values, Goals & Priorities Project

1993, 20 pages.

The goal of this report is to identify common values, goals and priorities, and to identify common concerns of regional residents. The report identifies common regional values expressed by the public during a grassroots consultation project. The five values identified are: personal safety & security, good governance, a high quality physical environment, managed growth & community stability and unique character.

Cycling as a Transportation Strategy

1993, 93 pages.

This report makes numerous recommendations to all levels of government for making the Capital Region more bicycle-friendly. It includes recommendations such as: better public awareness and education campaigns, strengthening trip and end of trip facilities, updating the Motor Vehicles Act so that it better includes the needs and responsibilities of cyclists and updating policy generally to create an environment that is safer and more hospitable for cyclists. The strategy was tabled due to pending Growth Strategy legislation.

Regional Development & Transportation Strategy **T**

1994, 107 pages.

This strategy identifies a preferred direction for transport policies and investments for the future of the Region and determines that the Official Community Plans need a coordinated and long-term regional development strategy to guide their direction and to act as a framework for infrastructure planning and financing. This conclusion is based on research which indicates several things: that there is insufficient land to meet demand for detached housing; that OCP designated available land does not necessarily mean the land is, in fact, available, or that there is infrastructure to serve it; that growth in certain areas has outstripped the capacity of its transportation network, and; that the absence of an overall transport strategy is an impediment to the resolution of these problems. A population of 400,000 is projected by 2010. This report was never adopted by the Board in anticipation of the passage of the Growth Strategies Statutes Amendments Act.

**Foundations For
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Regional Growth Strategy

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