

# **Amended Regional Growth Strategy**

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## **DRAFT #1**

*Note: This document contains the RGS text only; revisions are shown in grey.  
The associated maps are available separately.*

# Purpose of the Regional Growth Strategy

In 1998 the Capital Regional District Board adopted the *Framework For Our Future Agreement*, that set out a regional vision derived from the goals of local Official Community Plans and the *Regional Green Blue Spaces Strategy*. Key elements of this vision to enhance social well-being and regional quality of life are that:

- The majority of future population is housed in existing urban areas;
- Rural areas experience limited population increases and maintain a strong agricultural and resource base;
- A belt of protected green space runs sea to sea from Saanich Inlet south to Juan de Fuca Strait, defining the western edge of Metropolitan Victoria;
- An integrated parks, green space, greenways and trail system protects important natural areas and links town to country;
- Downtown Victoria remains the regional employment, business and cultural centre but is complemented by a major employment and population centre in Langford and Colwood;
- The proportion of trips taken in single occupant automobiles is reduced, trips by public transit are increased, and there is a region-wide foot path and cycle network;
- Established employment centres are enhanced;
- A wide range of housing types and tenures meet the needs of regional residents; and,
- Communities are socially and physically complete with new development that enhances the identity and walkable human scale of neighbourhoods.

The Framework Agreement's vision and guiding principles<sup>1</sup> together express a desire for a region that is economically vital, where communities are livable, where the environment and natural resources are stewarded with care, and where residents enjoy a healthy and rewarding quality of life. Fundamental to these aspirations is a commitment to work toward regional sustainability. Simply defined, this 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 well-being.

The purpose of the Regional Growth Strategy is to help realize this vision, through the commitment of the Capital Regional District and its member municipalities to a twenty-five year plan of action, to guide regional growth and change toward common goals.

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<sup>1</sup> See the appendices for the text of the Framework For Our Future Vision and Guiding Principles, and the Regional Green/Blue Spaces Vision.

# Context

A regional growth strategy is an agreement, developed and approved by the member municipalities and the regional district in partnership, on social, economic and environmental goals and priority actions. Its purpose, under Part 25 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 have agreed to work together to enhance regional quality of life and social well-being.

The Regional Growth Strategy is the result of six years of public and inter-governmental discussion and consultation, undertaken through the *Foundations For Our Future* process, initiated by the CRD Board in 1996 in partnership with its member municipalities. At the present time, the Capital Region’s nine First Nations are not partners in the regional growth strategy, nor does it apply to the Saltspring Island and the Southern Gulf Islands Electoral Areas, which fall under the planning jurisdiction of the Islands Trust (see Map 1).

Elected representatives from throughout the region have been involved in the Strategy’s development through a process of political summits and council review, where agreement was sought at key decision points along the way. These included: the initial identification, at *Capital Summit 1* in 1997, of a regional vision and priority issues; the development and adoption of the Framework Agreement, in 1998; the identification of the growth strategy alternatives in 1999; the final selection of a preferred growth strategy direction at *Capital Summit 2*, in 2000; and, the pre-bylaw review of *A Proposed Regional Growth Strategy for BC’s Capital Region*, in 2001. The parallel *Capital Ideas/Capital Choices* process informed elected decision-makers with the perspectives of citizens at every stage.

Early in the process it was recognized that the Capital Region lies at the heart of one of North America’s most dynamic regions. The Georgia Strait/Puget Sound Basin (see Map 2), stretching from Campbell River south to Olympia, Washington and east to Hope, is expected to increase in population from approximately 6 million people in 1996 to more than 9 million by 2026. Vancouver Island’s population is forecast to increase from just over 700,000 to about 1 million in the same period.

In this context, modest population growth is forecast for the Capital Region. Table 1 highlights existing and forecasted population, dwelling units and employment. From a 1996 base of approximately 318,000, the region’s population is forecast to increase by approximately 90,000 people over 25 years, a less than 1 % average annual rate of growth. A significant trend during this period will be the slow aging of the region’s population, with more people over the age of 65 than under the age of 19 by 2012. This is a dramatic reversal of earlier patterns – as recently as the late 1970s, there were twice as many residents under 19 than those over age 65. The most rapidly growing population segment will be the 55-64 age group, expected to increase by 123%

between 1996 and 2021. Serving the needs of an aging population will affect all aspects of the region's social, economic and physical development over the next quarter century.

It has become 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. Achieving the regional vision requires a concerted effort to largely shift to policies that encourage investment and development in designated urban centres.

The Regional Growth Strategy supports the regional vision by making this policy shift, through strategies that aim to: keep urban settlement compact; protect the integrity of rural communities; protect regional green/blue spaces; manage natural resources and the environment sustainably; build more complete communities; improve housing affordability; increase transportation choice; and, strengthen the regional economy.

# Initiatives

The Regional Growth Strategy includes eight integrated strategic initiatives, incorporating actions, targets, maps and guidelines that together express a 25-year program of joint action by the Capital Regional District and its member municipalities to achieve the regional vision.

## 1.1 Keep Urban Settlement Compact

The Regional Growth Strategy proposes keeping urban areas compact and largely contained within a Regional Urban Containment and Servicing Area. This policy would have the long-term effect of increasing the proportion of apartments, row houses and other attached housing types in the region's housing stock. In addition to urban containment, the Regional Growth Strategy proposes five complementary measures that aim to increase the capacity of urban areas, particularly in the Core Municipalities and the urban Western Communities, to accommodate new growth:<sup>2</sup>

- I. Establish a strong mixed-use Metropolitan Core in downtown Victoria;
- II. Accommodate a minimum of 15% of the region's cumulative new dwelling units to 2026 within the City of Victoria, to reinforce the Metropolitan Core;
- III. Focus new growth primarily in eight Major Centres revitalized as walkable, transit-focused complete communities with a dense mix of businesses, housing, services and public open space;
- IV. Increase the amount of detached and ground access housing within the urban containment and servicing area in the core municipalities of Victoria, Esquimalt, Saanich and Oak Bay by 5% over designated capacities in their official community plans, at the date of the adoption of the Regional Growth Strategy bylaw, by 2011; and,
- V. Locate a minimum of 90% of the region's cumulative new dwelling units to 2026 within the Regional Urban Containment and Servicing area.

The aim of the strategy is to create a pattern of major centres within a firm urban containment boundary that will over time, result in the concentration of most new growth in the 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–Town and Country corridor with the Colwood and Langford Major Centres, by high-capacity public transit running in a dedicated right-of-way.

To support quality of life and community character in rural areas, the Regional Growth Strategy proposes that rural communities (and contained urban areas) in the Saanich Peninsula, rural

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<sup>2</sup> Table 1 provides a general forecast, for information only, of population, dwelling units and employment in 2026 by jurisdiction that could be expected under the Regional Growth Strategy.

Western Communities, Sooke and the Juan de Fuca Electoral Area grow moderately and slowly consistent with existing official community plans. Due to the recent incorporation of the District of Sooke, the regional urban containment and servicing area has not been defined for the District of Sooke and the Juan de Fuca Electoral Area. The CRD Board intends to work with the District of Sooke Council and jurisdictions responsible for land use planning in the Juan de Fuca Electoral Area, to define the regional urban containment and servicing area in Sooke/Juan de Fuca area as official community plans are reviewed and updated.

Map 3 illustrates this growth management concept with seven land use policy designations and the general identification of locations for a Metropolitan Core and eight Major Centres. Table 2 sets out the performance guidelines for the Metropolitan Core and the Major Centres. The seven land use policy designations on Map 3 are:

**Capital Green Lands Policy Area:** Includes lands, at the date of adoption of the Amended Regional Growth Strategy bylaw, designated as Major Parks, Ecological Reserves, or CRD Water Lands. The Regional Growth Strategy proposes in Initiative 2.1 the continued long-term use of these lands for these purposes.

**Renewable Resource Lands Policy Area:** Includes lands, at the date of adoption of the Amended Regional Growth Strategy bylaw, designated as Agricultural Land Reserve (ALR), Private Managed Forest Land, or Crown Forest Land. The Regional Growth Strategy proposes in Initiative 2.1 the continued long-term use of these lands as renewable resource working landscapes.

**Regional Urban Containment and Servicing Policy Area:** Includes lands, at the date of the adoption of the Regional Growth Strategy bylaw, designated in official community plans primarily for urban development (including attached housing, detached and duplex housing, commercial, industrial, and large scale institutional and utility designations). The Regional Growth Strategy proposes that the majority of future development that requires urban sanitary sewer and water services take place within this designated area. As such, the Regional Growth Strategy proposes no extension of urban-standard sanitary sewerage and water services beyond the boundary of this policy area except as proposed under actions 5a and 5b.

**Electoral Area Settlement Policy Area:** Includes lands, at the date of adoption of the Regional Growth Strategy Amendment bylaw, designated in official community plans for the Juan de Fuca Electoral Area as settlement containment areas to be serviced by a public water system. The Regional Growth Strategy proposes that the majority of future development within the Juan de Fuca Electoral Area take place within this policy area. As such, the Regional Growth strategy proposes no extension of water services in the Electoral Area beyond this policy area except as proposed under action 5a.

**Unprotected Green Space Policy Area:** Includes lands identified in the Regional Green/Blue Spaces Strategy as unprotected core green space. The Regional Growth Strategy proposes in Initiative 2.1 the protection of the ecological value of significant portions of these lands through a variety of means. Depending upon circumstances, these means could include designation as a

development permit area for the protection of ecological values, protection by a conservation covenant, or acquisition and designation as a park or ecological reserve.

**Rural/Rural Residential Policy Area:** Includes lands at the date of adoption of the Regional Growth Strategy bylaw, designated in official community plans for rural and rural residential purposes. The policy area also includes pockets of small lot detached, duplex and other housing, and isolated commercial and industrial land uses, in areas of predominantly rural character. The Regional Growth Strategy proposes that these areas remain rural in character with subdivision and development remaining within designated capacities in official community plans, as determined at the date of the adoption of the Regional Growth Strategy bylaw.

**Victoria International Airport Special Policy Area:** Includes lands under federal jurisdiction administered by the Victoria Airport Authority, with a long term development plan for the airport lands approved in “A Memorandum of Understanding on Land Use and Development Guidelines”, signed between the Victoria Airport Authority and the Town of Sidney (March 10, 2000), and between the Victoria Airport Authority and the District of North Saanich (May 2000).

### **Actions:**

- 1a. The CRD and member municipalities agree to designate in their Official Community Plans, Urban Containment and Servicing Areas consistent with the Regional Urban Containment and Servicing Policy Area depicted on Map 3, and to further adopt associated policies regarding the protection, buffering and long term maintenance of its boundary.
- 1b. The CRD and the jurisdictions responsible for land use planning in the Juan de Fuca Electoral Area agree to designate in their Official Community Plans, Settlement Containment Areas consistent with the Electoral Area Settlement Policy Area depicted on Map 3, and to further adopt associated policies regarding the protection, buffering and long term maintenance of its boundary.
2. The CRD and member municipalities, agree to include policies in their Official Community Plans to permit amendment to the Urban Containment and Servicing Area designation and the electoral area Settlement Containment Area designation generally, only as an outcome of a comprehensive 5–year review of the Regional Growth Strategy, recognizing that municipal councils and the CRD 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*.
3. The CRD and member municipalities agree to designate as appropriate in their Official Community Plans, the major centres shown on Map 3, consistent with the guidelines set out in Table 2, recognizing that major centre boundaries and performance guidelines are conceptual, and that municipalities will undertake detailed centre planning through their Official Community Plan and zoning processes. They further agree to review, modify and implement policies to best facilitate growth and investment in the centres in partnership with

the CRD, and to permit the designation and development of additional major centres only as an outcome of a comprehensive 5–year review of the Regional Growth Strategy.

4. The municipalities of Victoria, Saanich, Esquimalt, and Oak Bay agree to include in regional context statements, direction to amend their Official Community Plans to increase by 2011 their designated planned capacity for the housing types specified below by 5%, over the levels determined by their Official Community Plans at the date of the adoption of the Regional Growth Strategy bylaw, in locations consistent with the performance criteria for complete communities set out in Initiative 3.1. The municipalities of Victoria, Saanich, and Esquimalt agree to meet this housing allocation objective through ground-oriented housing. The municipality of Oak Bay agrees to meet this housing allocation objective through a variety of housing types.
- 5a. The CRD and member municipalities agree not to further extend urban water services, or increase water servicing capacity to encourage growth beyond designated official community plan limits at the date of the adoption of the Regional Growth Strategy bylaw, outside the Regional Urban Containment and Servicing Policy Area (RUCSPA) or the Electoral Area Settlement Policy Area (EASPA) generally described on Map 3, except to address pressing public health and environmental issues, to provide fire suppression, or to service agriculture.
- 5b. The CRD and member municipalities agree not to further extend urban sewer services, or increase sewer servicing capacity to encourage growth beyond designated official community plan limits at the date of the adoption of the Regional Growth Strategy bylaw, outside the Regional Urban Containment and Servicing Policy Area (RUCSPA) generally described on Map 3, except to address pressing public health and environmental issues.
6. The CRD and the District of Sooke agree to define the Regional Urban Containment and Servicing Area in Sooke, within two years of the adoption of the Regional Growth Strategy, as part of the process to approve a Regional Context Statement for the District of Sooke Official Community Plan. The jurisdictions responsible for administering the Juan-de-Fuca Electoral area, within two years of adopting the Regional Growth Strategy, agree to update current Official Community Plans in a manner that maintains a long-term rural vision for the Electoral Area.

## 1.2 Protect the Integrity of Rural Communities

The Regional Growth Strategy seeks to protect the character and quality of rural communities, to ensure that they remain strongly rooted in the agricultural and resource land base, and that the rural countryside and natural landscape remain a durable fact of life in the Capital Region. It does this by designating for long term protection as Capital Green Lands and Renewable Resource Lands, those natural assets including major parks, ecological reserves, forests, farmland and watersheds identified in the Regional Green/Blue Spaces Strategy as the region's *green infrastructure*. The designation of Capital Green Lands and Renewable Resource Lands has the further benefit of reinforcing the long–term effort to keep urban settlement compact.

For rural and rural–residential communities not defined as Capital Green Lands or Renewable Resource Lands, the Regional Growth Strategy proposes that any subdivision and development enhance rural character and quality of life. As a general goal, rural and rural residential development would stay within the designated official community plan capacity limits at the date of the adoption of the Regional Growth Strategy bylaw.

**Actions:**

1. The CRD, member municipalities and the Province agree to establish or strengthen policies within Official Community Plans, that ensure the long–term protection of Capital Green Lands depicted on Map 3 & 4. This would include policies aimed at buffering Capital Green Lands from activities in adjacent urban areas.
2. The CRD, member municipalities and the Province agree to establish or strengthen policies within Official Community Plans that ensure the long–term protection of Renewable Resource Lands depicted on Map 3 & 4. This would include policies aimed at buffering Renewable Resource Lands from activities in adjacent urban areas, and policies that support farming within the Agricultural Land Reserve, and forestry and silviculture on Crown Forest and Private Managed Forest Land. To reinforce these policies, the CRD and member municipalities agree to include within their Official Community Plans, resource land designations that are consistent with the Renewable Resource Lands Policy Area depicted on Map 3.
3. The CRD and member municipalities with lands identified as Capital Green Lands, Renewable Resource Lands, or Rural/Rural Residential on Map 3, agree to establish or strengthen policies within Official Community Plans, through a regional context statement, that generally limit rural subdivision and development to the designated Official Community Plan capacity levels as determined at the date of the adoption of the Regional Growth Strategy bylaw. Regional context statements would reference specific mechanisms (for example, density bonusing provisions) that could be used to achieve this overall goal.
4. Member municipalities agree to negotiate, where necessary, bilateral agreements regarding buffering and land use transition where the Regional Urban Containment and Servicing boundary coincides with a municipal jurisdictional boundary . Member municipalities and the CRD agree to include in Regional Context Statements, where appropriate, policy guidelines for buffering and land use transition between urban areas and Capital Green Lands and Renewable Resource Lands, and how the guidelines would be applied through regulation.

**2.1 Protect Regional Green and Blue Space**

The Capital Region has a rich inheritance of natural lands and waters of great beauty and biophysical diversity. Many of the region’s green and blue spaces are of provincial, national and international significance. The Regional Growth Strategy aims to protect the landscape character, ecological heritage and biodiversity of the Capital Region. It does this by supporting

the collaborative implementation of the Regional Green/Blue Spaces Strategy, approved by the CRD Board and the Provincial Capital Commission in November 1997. Key elements of the Regional Green/Blue Spaces Strategy include 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. Map 4 identifies the Regional Green/Blue Space System that the Regional Growth Strategy intends to achieve. The Regional Growth Strategy proposes that the CRD, member municipalities and the Province aim to protect a minimum of 100% of the Sea to Sea Green/Blue Belt by 2011, and complete 100% of the Regional Trail network by 2016.

A significant part of the proposed Green/Blue Space System is comprised of lands with ecological value of regional significance either in public and private ownership, that are identified as currently unprotected by the Regional Green/Blue Spaces Strategy. The Regional Growth Strategy proposes that the CRD and member municipalities work together to protect from development, as much as possible, the lands identified as Unprotected Green Space Policy Area on Map 3 & 4.

The Capital Region's rich marine water and foreshore environments are an equally important part of the proposed Green/Blue Space System. The Regional Green/Blue Spaces Strategy identifies many of these waters and tidal zones as having ecological value of regional and indeed national significance. These marine areas fall under the jurisdiction of the federal government. The Regional Growth Strategy proposes that the CRD, member municipalities, and the Provincial and Federal governments work together to protect the ecological integrity of the marine areas identified as Blue Space Core Policy Area on Map 4.

### **Actions:**

1. The CRD and member municipalities agree to work as partners and individually to establish the Regional Green/Blue Spaces System identified on Map 4. In doing this priority will be given to 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.
2. The CRD and member municipalities agree to establish, through regional context statements in official community plans, programs aimed at protecting lands within the area identified as Unprotected Green Space Policy Area on Map 4, that may consist of policies, regulations, development permit area guidelines, incentives and initiatives delivered at the local level.
3. The CRD will request that the Provincial and Federal governments, in collaboration with the CRD and member municipalities, prepare a coastal zone management plan for the marine areas identified as Blue Space Core Policy Area on Map 4, within five years of the adoption of the Regional Growth Strategy.

4. The CRD agrees to review and update in concert with the 5–year review cycle of the Regional Growth Strategy, the Regional Green/Blue Spaces Strategy and the Regional Parks Master Plan.

## **2.2 Manage Natural Resources and the Environment Sustainably**

The Regional Growth Strategy intends that 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. It does this by supporting the use of principles of sustainability to govern the ways in which local governments manage the land and natural resources within their jurisdiction, and deliver services that affect the natural environment. Managing natural resources and the environment sustainably means following four general 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 reduce, reuse and recycle practices; and,
- IV. Decision–making should give first priority to options that maintain ecosystem health and support the ongoing ability of natural systems to sustain life.

The success of the CRD's blue box recycling program in diverting recyclable materials from the Hartland Landfill is a good example of these principles in action. Managing regional district and municipal physical services consistent with these principles – in particular, drinking water, liquid and solid waste, and storm water – is a means of improving human health and environmental quality, and of using natural resources in a careful manner.

### **Actions:**

1. The CRD, member municipalities, and the Vancouver Island Health Authority agree to establish – through a Master Implementation Agreement – best practices policies, procedures, benchmarks and targets for the management, delivery, and extension of physical and environmental services, consistent with the principles of sustainability and overall intent of the Regional Growth Strategy.
2. The CRD, member municipalities, the Vancouver Island Health Authority, and the Province agree to establish through a Master Implementation Agreement, an integrated watershed planning approach to managing surface water, drainage and groundwater in non–catchment watersheds throughout the region, consistent with the principles of sustainability included in the Regional Growth Strategy.

3. The CRD, member municipalities, the Vancouver Island Health Authority, the Province and the federal government agree to establish, through an implementation agreement, policies and targets regarding regional air quality, environmental contaminants, and energy efficiency, and to monitor indicators for these as part of the Regional Growth Strategy monitoring program.
4. The District of Sooke agrees to investigate the need for a Liquid Waste Management Plan within two years of the adoption of the Regional Growth Strategy.
5. The CRD, the Vancouver Island Health Authority, and member municipalities agree to jointly undertake, within five years of the adoption of the Regional Growth Strategy, a review of long term strategic resource needs in the Capital Region – including food, (paying specific attention to local food production), energy, water, and aggregate materials. This project will investigate long term demand, security of supply, potential impacts of factors such as long term climate change and fossil fuel depletion, and make policy and program recommendations to ensure that future needs are successfully anticipated and met. The review will give specific consideration to the possible preparation of an aggregate resource management plan for the Capital Region, that would address local aggregate supply within a regulatory context that respects the rights of municipalities to regulate quarries within their limits.
6. The CRD agrees to review and update in concert with the 5–year review cycle of the Regional Growth Strategy, the Strategic Plan for Water Management, the Solid Waste Management Plan, and the Core and Peninsula Liquid Waste Management Plans.

### **3.1 Build Complete Communities**

The Regional Growth Strategy intends to support the development of communities within the Regional Urban Containment and Servicing 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 close proximity to places of work, schools, shopping, recreation, parks and green space. More 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. More complete communities are safe, socially diverse, openly accessible, and livable, thereby enhancing social sustainability and community health and well-being.

The Regional Growth Strategy proposes that new development contribute to greater community completeness. Urban development projects contribute to community completeness when, to the greatest extent possible, all or some of the following criteria are satisfied:

- I. Projects are located within the Metropolitan Core or a Major Centre;
- II. Projects are located within a ten-minute walk (500 metres) of the Metropolitan Core or a Major Centre;

- III. Projects co-locate a mix of housing, employment, services, and recreation;
- IV. Housing is located within a ten minute walk of an existing commercial/employment centre, neighbourhood store, recreation facility, school, park, or community allotment garden;
- V. Projects either avoid locations with high seismic hazard – associated with ground-motion amplification, liquefaction, slope instability or are prone to flooding – or incorporate appropriate engineering and planning measures to mitigate risk; and,
- VI. Businesses, services, and housing is located within a seven minute walk (400 metres) of a public transit route.

**Actions:**

1. The CRD and member municipalities agree to establish in their Official Community Plans, through Regional Context Statements, desired development guidelines and targets that build on the performance criteria for complete communities established in the Regional Growth Strategy. These guidelines and targets would form the framework for municipal score-card based proposal review and incentives programs that facilitate urban development proposals that meet set minimum point thresholds for enhancing community completeness.

**3.2 Improve Housing Affordability**

Maintaining housing that is affordable is necessary for individual quality of life, community health, and economic competitiveness. Strategies for an Urban Containment and Servicing Area and the establishment of a Metropolitan Core and Major Centres may have mixed results for housing affordability. Increased residential densities and an expanded stock of attached housing may enhance general affordability, by expanding the choice of more affordable housing types, and by reducing the need to rely on travel by car to reach services. On the other hand, urban containment measures also 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.

To offset this possible effect, the Regional Growth Strategy aims to improve housing affordability in the Capital Region through the preparation and adoption of a Regional Housing Affordability Strategy. The purpose of the Regional Housing Affordability Strategy is to ensure that 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 – have reasonable choice of housing by type, tenure, price and location. The Regional Housing Affordability Strategy will:

- I. Identify the current and anticipated future issues concerning market and non-market housing affordability for no, low and middle income and special needs households;
- II. Identify and analyze the extend of present and forecast future problems;

- III. Identify and recommend practical policies, and gain commitments to action to address these 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.

**Actions:**

1. The CRD, Vancouver Island Health Authority, and Capital Region Housing Corporation, agree to lead a partnership including member municipalities, the Province, business and community interests and Federal Government, to prepare and establish through an implementation agreement, a Regional Housing Affordability Strategy within two years of the adoption of the Regional Growth Strategy.
2. The CRD agrees to become a partner with a broad cross-section of business and community interests, member municipalities, the Province, and the Federal Government to establish, through a written agreement, a housing affordability partnership. The partnership would oversee the maintenance and updating of a Regional Housing Affordability Strategy and coordinate actions, programs, investments and initiatives in its implementation.

**4.1 Increase Transportation Choice**

The Regional Growth Strategy intends to promote development of a balanced and sustainable transportation system providing residents with reasonable and affordable transportation choices that enhance overall regional quality of life. A sustainable transportation system is one that:

- Allows the basic access needs of individuals and society to be met safely and in a manner consistent with human and ecosystem health, and with equity within and between generations;
- Is affordable, operates efficiently, offers choice of transport mode, and supports a vibrant economy; and,
- Limits emissions and waste, encourages efficient methods of energy consumption, re-uses and recycles its components, minimizes the use of land and reduces the generation of noise and other pollutants.

To do this, the Regional Growth Strategy proposes 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 (Initiatives 1.1 and 3.1) will tend to increase average urban densities and put people and their activities (homes, jobs, services) closer together. These measures on their own enhance opportunities for walking, cycling, and public transit to meet daily needs, thereby reducing the need to devote more land to arterial roads and parking.

Second, the Regional Growth Strategy proposes to support this first direction by the preparation, within two years of the adoption of the Regional Growth Strategy, of a Regional Transportation Strategy that enhances regional mobility choice, and improves the market share for cycling, walking and public transit. General performance targets include:

- I. By 2026, achieve a minimum PM peak period region-wide transit mode share of 10% of trips;
- II. By 2026, achieve a minimum PM peak period mode share by non-auto modes of 40% for trips to, from and within the Metropolitan Core;
- III. By 2026, achieve a minimum region-wide transit mode share of 15% for journey-to-work trips;
- IV. By 2026, achieve a minimum cycling mode-share of 10% within the Victoria Census Metropolitan Area for journey-to-work trips, and 15% for journey-to-work trips for residents of the combined areas of Victoria, Oak Bay, Esquimalt and urban Saanich.

**Actions:**

1. The CRD, in partnership with the Province and member municipalities, agrees to prepare and establish, through an implementation agreement, a Regional Transportation Strategy. The strategy would support the development objectives and pattern of major centres of the Regional Growth Strategy, and include strategies and actions for walking, cycling, public transit, goods movement and a major street system. The Regional Transportation Strategy would seek to:
  - Reduce demand for trips and shift demand from automobiles to walking, cycling, and public transit;
  - Increase walking in the Metropolitan Core and major centres;
  - Integrate cycling within the overall transportation system;
  - Designate and develop a continuous regional cycling network;
  - Provide for a functional and safe major street system for all users that links municipalities, limits the future need for additional roadway capacity, and avoids through traffic in neighbourhoods, and manages congestion on major routes;
  - Provide policies to manage goods movement, heavy vehicle traffic and emergency and disaster response;
  - Provide dedicated lane space for transit and cycling in the major street network, linking in particular the Metropolitan Core and Major Centres;
  - Establish targets for air quality improvement;
  - Improve transportation choice for rural communities; and,
  - Identify necessary preconditions and a timetable, to be reviewed as part of the statutory five-year review of the Regional Growth Strategy, for initiating development of a dedicated

right-of-way, high capacity transit service between the Metropolitan Core and Langford Major Centre.

2. The CRD, in partnership with the Province and member municipalities, agrees to establish, through an implementation agreement, a permanent and durable framework and mechanism for short, medium and long term transportation planning, governance and funding in the Capital Region within three years of the adoption of the Regional Growth Strategy.

## 5.1 Strengthen the Regional Economy

The Regional Growth Strategy intends that residents of the Capital Region enjoy economic prosperity as a foundation of high regional quality of life. It does this by supporting the preparation and adoption, within two years of the adoption of the Regional Growth Strategy, of a Regional Economic Development Strategy that aims to enhance regional economic sustainability. Economic sustainability means the production and distribution of wealth to meet the needs of present and future generations 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. A further characteristic is the involvement of a broad range of parties and interests in economic decision-making. A sustainable economy also supports the achievement of environmental and social sustainability.

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

- I. Finding ways to maintain and enhance the Metropolitan Core as the economic heart of the region to ensure that the City of Victoria achieves a minimum share of 20% of the region's employment growth to 2026;
- II. Finding ways to enhance job creation in the urban Western Communities to achieve a minimum jobs/population ratio of 0.35 by 2026;
- III. Finding ways to expand and diversify the economy of formerly resource-dependent communities in Sooke and the Juan de Fuca Electoral Area, and the region as a whole;
- 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 include high—value, clean industry and business in the Metropolitan Core and Major Centres;
- VIII. Finding ways to attract, develop and maintain a highly skilled workforce; and,
- IX. Finding ways to reduce poverty in the Capital Region.

**Actions:**

1. The CRD agrees to participate with a broad cross—section of business and community interests, member municipalities, the Province, and the Federal Government in establishing, through a written agreement, a regional economic development partnership. The partnership would oversee preparation and maintenance of a Regional Economic Development Strategy and coordinate actions, programs, investments and initiatives in its implementation.
2. The CRD agrees to participate with member municipalities and a broad cross section of business and community interests, in the preparation and establishment, through an implementation agreement, of a Regional Economic Development Strategy consistent with the Regional Growth Strategy. The economic development strategy would build on the region's economic, environmental and quality of life advantages to identify opportunities to diversify and strengthen the regional economy, increase wealth and prosperity, and reduce poverty in the Capital Region. Possible strategic directions include:
  - Focusing on the economic potential of unique biophysical attributes of the region, such as coastline areas and natural and cultural landscapes;
  - Pursuing growth in *New Economy* sectors such as skilled services, specialized tourism, advanced technology, high—value and specialized agriculture and forestry, film/video making and the arts, higher education, health, light manufacturing and home—based business;
  - Focusing on the regional economic advantages of Victoria International Airport and existing major employment centres such as Keating Business Park, Sidney industrial area, Victoria and Esquimalt harbours, and the universities and colleges;
  - Actions to retain and cultivate existing business and employment sectors in particular those in government services, tourism and national defence;
  - Actions to attract and cultivate new firms, business and industry sectors to increase diversity in the regional economy;
  - Actions to support agriculture including finding fair and effective ways to improve irrigation water supplies and access to nutrients, to investigate recycling of wastewater for

agriculture and horticulture, and to promote the economic potential of expanded local and export markets for farm products; and,

- Streamlined regulations to encourage investment and business development.
- Actions that explore the opportunities for primary and value added natural resource industries such as forestry, fisheries, and aggregates.

# Implementation

To implement the Regional Growth Strategy, the CRD Board, working in partnership with its member municipalities, the Province, the Federal Government and others, will:

- I-1a. Maintain a collaborative, agreement-seeking regional strategic planning program directed to work towards achievement of the long term objectives of the Regional Growth Strategy.
- I-1b. Prepare an annual report on implementation and progress toward the goals and objectives of the Regional Growth Strategy.
- I-1c. At least once every five years, consider whether the Regional Growth Strategy should be reviewed for possible revision and amendment.
- I-2. Prepare and adopt, as part of a comprehensive 5–year review of the Regional Growth Strategy, a Master Implementation Agreement that gives effect to key Regional Growth Strategy actions and establishes procedures for its maintenance, amendment, and periodic update. The agreement will also address such matters as the CRD's role in coordinating implementation of the Regional Growth Strategy including public investments, equitable approaches to financing regional growth and development, agreed criteria for defining regionally significant development initiatives, including the expansion or extension of services beyond the Regional Urban Containment & Servicing boundary, and effective procedures to initiate processes for their inter–jurisdictional review.
- I-3. Establish, within one year of the adoption of the Regional Growth Strategy, a process and program to monitor, evaluate and periodically report on regional economic, population, social and environmental trends and progress towards achievement of Regional Growth Strategy vision and objectives.
- I-4. Work to reach agreement, within two years of the adoption of the Regional Growth Strategy, on Regional Context Statements for each member municipality to adopt within their official community plans, that explain how each municipality will implement, or work towards implementing, its commitments under the Regional Growth Strategy.
- I-5. Establish, within one year of the adoption of the Regional Growth Strategy, a Corporate Implementation Strategy including policies, programs and procedures that permit the CRD to demonstrate that all its bylaws, services, and spending are consistent with the adopted Regional Growth Strategy as required by legislation.
- I-6. Undertake an interim update of the Regional Growth Strategy, within three years of its adoption, to define the Regional Urban Containment and Servicing Policy Area in the District of Sooke, and incorporate revisions that arise from the Regional Transportation Strategy, the Regional Housing Affordability Strategy, and the Regional Economic Development Strategy.

- I-7. Work to develop partnerships with the nine First Nations Councils in the Capital Region that ultimately will lead to their joining in the Regional Growth Strategy as full partners. 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. The Board further recognizes that implementation of the Regional Growth Strategy will proceed without prejudice to any aboriginal rights or title that may currently exist, or be defined further through treaty or other processes.
- 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.

## APPENDIX A

## The Framework for Our Future Regional Vision

On July 15, 1998 the CRD 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 outlines a vision for the region a generation into the future, derived from the visions and key goals of local official community plans and the *Regional Green/Blue Spaces Strategy*. It describes a region:

*Where modest growth and economic diversification occur while we continue to maintain and enhance our natural environment, our agricultural landscapes, our arts and culture and our established neighbourhoods and communities.*

*The core municipalities experience infill and modest population increases, with the bulk of new residential growth occurring in the Western Community municipalities of Colwood and Langford, some in a limited number of new neighbourhoods. The Saanich Peninsula retains its rural and small town character as do Sooke, Metchosin and the Highlands.*

*While the Metropolitan Core remains the dominant cultural and business hub of the region, economic expansion occurs in employment centres in Colwood and Langford. Limited employment expansion occurs in the vicinity of Victoria International Airport. Transit, commuter cycling, and walking are common alternatives to travel by private automobile.*

*A regional green/blue spaces system protects and maintains the full range and diversity of the natural environment that surrounds us, including significant green spaces, the marine environment, wetlands, fish and wildlife habitat, unique ecosystems, and the remnant ecosystems that flourished here before the time of Captain Cook. Natural systems that have suffered damage have been restored where possible. By 2026, stable and durable physical limits contain ongoing change to urban communities and rural settlements in the Capital Region.*

More specifically, for **The Western Communities**:

- *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.*
- *The District 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.*

- *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.*<sup>3</sup>
- *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.*
- *The Langford Electoral Area, as with the Highlands, remains very much the same as in 1996 – with large areas of greenspace and rural residential development on large lots or rural acreages.*<sup>4</sup>
- *Metchosin is a community of rural character with a choice of rural lifestyle options. Agriculture has diversified with a great range of specialty products and organic crops grown. Natural areas, sensitive ecosystems and biodiversity are preserved, and there is a system of local and regional parks and natural open spaces linked with multi-use trails, along with improved access to shoreline areas. Metchosin village is the primary commercial centre with some room for limited expansion.*
- *Sooke, located on the Sooke Harbour and Basin, will encourage more population and commercial development within its Urban Containment Boundary providing an enhanced centre for the surrounding coastal communities of Saseenos, East Sooke, Otter Point, and Shirley. These neighbouring areas will continue to have strong rural character with a choice of rural lifestyle options. The Sooke Electoral Area contains significant provincial, regional and locally controlled parks and trail systems as well as ecological reserves. It will continue to preserve large areas of forest and natural green space for outdoor recreational opportunities for residents and visitors to the Capital Region.*

### **The Core:**

- *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. The Wardroom/Hospital DND site has clusters of low and medium density multiple family housing surrounded by green space. Macaulay Point/Work Point is a complete community that is pedestrian oriented, socially diverse, with a mix of uses and services and park space,*

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<sup>3</sup> The Framework for Our Future Vision classifies the Town of View Royal as a 'Western Community'. The Town has since been reclassified as a 'Core Community'.

<sup>4</sup> The Framework For Our Future Vision was adopted prior to the incorporation of the District of Sooke and the formation of the Juan de Fuca Electoral Area.

*treed areas, and continuous waterfront access. It is Esquimalt's intention to strengthen its commercial/retail sector to service the expanding needs of the community as a result of population increases which will result from the adoption of the Regional Growth Strategy and to market our central location to businesses and high-tech industries.*

- *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. 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 encourage diversity of lifestyle, housing, economic and cultural opportunities.*
- *In Victoria, compact communities, with a diverse mix of population and housing, exist within walking distance of facilities and services. Victoria encourages home based business and local neighbourhood services; reduced trips to and from work; live/work accommodation; and, urban village and main street upper storey accommodation. Downtown Victoria is a compact, walkable neighbourhood and the cultural and commercial heart of the city and region. Overall traffic movement in Victoria is balanced with the needs of pedestrians and cyclists.*
- *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.*

### **The Peninsula:**

- *Situated at the northerly tip of the Saanich Peninsula approximately 27 kilometers 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. External demands for housing growth are not accommodated. The District's policies reflect a strong commitment to preserve the agricultural land base and agricultural activities in the municipality.*
- *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.*
- *Central Saanich provides agricultural land, light industrial land, residential areas with rural and suburban character, and small commercial centres. Slow and managed residential growth is accepted outside of rural and agricultural areas. High quality knowledge-based and light industrial business and industrial growth are accepted in the Keating Industrial area.*

## APPENDIX B

## The Framework For Our Future Guiding Principles

On July 15, 1998 the CRD 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 outlines general guiding principles for the preparation of the Regional Growth Strategy.

### 1. The Capital Region's Growth Management Strategy will be based on the following four fundamental principles of:

**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 CRD and its member municipalities, and will consider the thoughts and ideas contributed by individual residents and community associations.

**Cooperation, Collaboration and Coordination:** the CRD, member 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.

These four principles will underlie all RGS alternatives developed for consideration and review.

### 2. In developing alternative approaches to our priorities, we will favour solutions that aim to achieve the regional vision and support the values of:

1. Personal safety and security;
2. Efficient and effective local and regional government;
3. High quality natural and built environment;
4. Rural character and agriculture;
5. Community stability; and,
6. Community and regional character and diversity.

### 3. 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*:

1. Avoid urban sprawl;
2. Minimize automobile use and encourage walking, cycling and efficient public transit;
3. Move goods and people efficiently, making effective use of transportation and utility corridors;
4. Protect environmentally sensitive areas;
5. Maintain a secure and productive resource base, including the agricultural land and the forest land reserves;
6. Encourage economic development that supports the unique character of communities;
7. Reduce and prevent air, land and water pollution;
8. Ensure adequate, affordable and appropriate housing;
9. Ensure adequate inventories of suitable land and resources for future settlement;
10. Protect the quality and quantity of ground and surface water;
11. Minimize the risks to settlement associated with natural hazards;
12. Preserve, create and link urban and rural open space including parks and recreation areas;
13. Promote efficient use, conservation and alternative sources of energy; and,
14. 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* sets 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 regional growth strategy. This vision – Our Essential Nature – forms 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.

*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 are to:

- Conserve rare, threatened or endangered ecosystems and species in the CRD;
- 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 CRD;
- 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 CRD;
- Educate people about the value of protecting green/blue spaces in the CRD; and,
- Foster partnerships for the conservation and stewardship of green/blue spaces.

## APPENDIX D

## Glossary

**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.

**Benchmark** A statement or value of a level of performance widely considered to be acceptable or 'best in class', used for comparison purposes with actual performance results (determined by initial baseline data and indicators used to monitor performance); may be the same value as, or higher or lower than targets (see definition below).

**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.

**Core green/blue space** *Core green space areas* contain the major examples of the Capital Region's historic land-based ecosystems and the majority of areas identified in the Conservation Data Centre's Sensitive Ecosystem Inventory, including existing parks (e.g., national parks, provincial parks and ecological reserves, regional parks and municipal nature parks); unprotected green space (e.g., areas with green space value which are not in existing parks); and CRD Water lands. *Core blue space areas* are marine environments with high ecological, recreational, and/or scenic value.

**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.

**Greenways** Corridors that link areas of greenspace to provide wildlife habitat and recreational opportunities. Greenways include trails in some areas and no public access in other areas. Greenways can include both public holdings and private working landscapes.

**Ground oriented housing** Includes all dwelling units that have individual and direct access to the ground. Includes single-family (detached) dwellings , semi-detached (duplex) dwellings , and other ground-oriented housing town-houses, linked dwellings, and the like..

**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.

**High capacity transit** A transit service operating in an exclusive corridor carrying from 15,000 to 20,000 riders per hour in the peak hour, peak direction. High capacity transit service can be provided with many different vehicle types.

**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.

**Implementation Agreement** Under section 868 of the *Local Government Act*, an agreement respecting the coordination of activities related to implementation of a regional growth strategy.

**Indicator** Usually, a measurable characteristic or relationship, used to measure progress toward a goal, a trend (if in a series), or to compare one place/program/result with another. An indicator is a proxy that can be used to represent all aspects of a subject.

**Infrastructure** The physical capital and associated services considered basic and necessary to the functioning of an urban area. 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.

**Non–Ground Oriented Housing** Dwellings that access the ground via shared corridors (typically apartments regardless of tenure) and not through individual direct access to the ground.

**Official community plan (OCP)** Under section 876 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.

**PM Peak Period** Refers to the nominal duration for defining the amount of travel or transportation impacts for the afternoon/evening travel period. The Capital Region, the PM Peak Period runs between 4 P.M. to 5 P.M. for a normal weekday, Monday to Friday. Information developed for the Regional Growth Strategy actually covers the period from 3 P.M. to 6 P.M. From this data, a nominal peak hour was developed that reflected the average travel trends for the region.

**Regional Context Statement** Under section 866 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 25 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 Green/Blue Spaces Strategy (GBSS)** A joint initiative of the Provincial Capital Commission and the Capital Regional District, the GBSS sets out a comprehensive, long term strategy for maintaining, conserving, rehabilitating and restoring green/blue spaces on public and private lands in the Capital Region. Included are areas with ecological, aesthetic, renewable resource, outdoor recreation and greenways values. The CRD Board adopted the GBSS as a guide for the preparation of the regional growth strategy on November 26, 1997.

**Sea to Sea Green/Blue Belt** A band of watersheds running between Saanich Inlet and Sooke Basin that is currently or proposed for protection by the Regional Green/Blue Spaces Strategy, including major parks and CRD Water lands, delineated on Map 4.

**Sensitive ecosystems** Lands defined as sensitive in the Sensitive Ecosystem Inventory and subsequently identified as core green space areas in the *Regional Green/Blue Spaces Strategy*.

**Target** A desired level of performance set for a specific situation in a plan or program.

**Urban containment and servicing area** 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.

**Western Communities** 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.

T A B L E I  
**Population, Dwelling Unit and Employment Forecast**

Jurisdiction	Dwelling Type <sup>1</sup>	Dwellings		Population		Employment <sup>2</sup>	
		1996 (Adjusted Census)	2026 (Forecast)	1996 (Adjusted Census)	2026 (Forecast)	1996 (Adjusted Census)	2026 (Forecast)
Central Saanich	<b>TOTAL</b>	<b>5,660</b>	<b>7,200</b>	<b>15,160</b>	<b>17,700</b>	<b>5,680</b>	<b>7,800</b>
	Single-family detached/Duplex	4,520	5,200				
	Other ground-oriented	540	600				
	Apartments	600	1,400				
North Saanich	<b>TOTAL</b>	<b>4,070</b>	<b>5,100</b>	<b>10,770</b>	<b>13,000</b>	<b>3,000</b>	<b>4,300</b>
	Single-family detached/Duplex	3,920	4,800				
	Other ground-oriented	140	200				
	Apartments	20	30				
Sidney	<b>TOTAL</b>	<b>5,200</b>	<b>8,400</b>	<b>11,080</b>	<b>15,600</b>	<b>5,730</b>	<b>7,500</b>
	Single-family detached/Duplex	3,090	3,400				
	Other ground-oriented	600	1,600				
	Apartments	1,510	3,400				
<b>Saanich Peninsula Subtotal</b>	<b>TOTAL</b>	<b>14,930</b>	<b>20,600</b>	<b>37,010</b>	<b>46,300</b>	<b>14,410</b>	<b>19,700</b>
Esquimalt	<b>TOTAL</b>	<b>7,640</b>	<b>10,700</b>	<b>16,890</b>	<b>21,100</b>	<b>11,040</b>	<b>13,500</b>
	Single-family detached/Duplex	3,600	3,800				
	Other ground-oriented	600	1,100				
	Apartments	3,450	5,800				
Oak Bay <sup>3</sup>	<b>TOTAL</b>	<b>8,010</b>	<b>8,600</b>	<b>18,490</b>	<b>19,100</b>	<b>5,520</b>	<b>5,800</b>
	Single-family detached/Duplex	5,730	6,300				
	Other ground-oriented	110	140				
	Apartments	2,160	2,200				
Saanich	<b>TOTAL</b>	<b>41,310</b>	<b>51,500</b>	<b>105,460</b>	<b>119,300</b>	<b>33,490</b>	<b>41,200</b>
	Single-family detached/Duplex	30,760	31,500				
	Other ground-oriented	3,270	6,500				
	Apartments	7,280	13,500				
Victoria	<b>TOTAL</b>	<b>39,920</b>	<b>47,500</b>	<b>76,830</b>	<b>84,700</b>	<b>76,920</b>	<b>86,000</b>
	Single-family detached/Duplex	12,190	12,400				
	Other ground-oriented	2,080	5,600				
	Apartments	25,650	29,400				
View Royal	<b>TOTAL</b>	<b>2,680</b>	<b>4,700</b>	<b>6,700</b>	<b>10,700</b>	<b>3,240</b>	<b>5,300</b>
	Single-family detached/Duplex	1,770	2,100				
	Other ground-oriented	620	1,200				
	Apartments	290	1,400				
<b>Core Municipalities Subtotal</b>	<b>TOTAL</b>	<b>99,570</b>	<b>122,900</b>	<b>224,380</b>	<b>255,000</b>	<b>130,210</b>	<b>151,800</b>
Colwood	<b>TOTAL</b>	<b>4,870</b>	<b>12,800</b>	<b>14,410</b>	<b>30,200</b>	<b>2,630</b>	<b>7,400</b>
	Single-family detached/Duplex	4,370	7,200				
	Other ground-oriented	250	2,200				
	Apartments	260	3,400				
Highlands	<b>TOTAL</b>	<b>510</b>	<b>800</b>	<b>1,480</b>	<b>2,200</b>	<b>90</b>	<b>220</b>
	Single-family detached/Duplex	490	800				
	Other ground-oriented	20	20				
	Apartments	0	0				
Langford	<b>TOTAL</b>	<b>6,690</b>	<b>17,800</b>	<b>18,240</b>	<b>42,100</b>	<b>4,980</b>	<b>14,500</b>
	Single-family detached/Duplex	5,650	9,500				
	Other ground-oriented	680	4,400				
	Apartments	360	3,800				
Metchosin	<b>TOTAL</b>	<b>1,590</b>	<b>2,000</b>	<b>4,900</b>	<b>5,300</b>	<b>960</b>	<b>1,100</b>
	Single-family detached/Duplex	1,540	1,900				
	Other ground-oriented	40	50				
	Apartments	10	30				
Sooke <sup>3</sup>	<b>TOTAL</b>	<b>3,210</b>	<b>6,100</b>	<b>8,770</b>	<b>15,500</b>	<b>1,760</b>	<b>3,500</b>
	Single-family detached/Duplex	2,600	5,500				
	Other ground-oriented	380	380				
	Apartments	230	230				
Juan de Fuca Electoral Area	<b>TOTAL</b>	<b>1,680</b>	<b>2,500</b>	<b>4,140</b>	<b>6,500</b>	<b>400</b>	<b>800</b>
	Single-family detached/Duplex	1,560	2,400				
	Other ground-oriented	120	120				
	Apartments	0	0				
<b>Western Communities Subtotal</b>	<b>TOTAL</b>	<b>18,540</b>	<b>41,900</b>	<b>51,940</b>	<b>101,800</b>	<b>10,820</b>	<b>27,600</b>
<b>Indian Reserves<sup>4</sup> Subtotal</b>	<b>TOTAL</b>	<b>1,900</b>	<b>2,100</b>	<b>4,630</b>	<b>4,900</b>	<b>410</b>	<b>800</b>
<b>GRAND TOTAL</b>	<b>TOTAL</b>	<b>134,940</b>	<b>187,500</b>	<b>317,960</b>	<b>407,900</b>	<b>155,850</b>	<b>199,900</b>
	<b>Single-family detached/Duplex</b>	<b>82,630</b>	<b>97,700</b>				
	<b>Other ground-oriented</b>	<b>10,400</b>	<b>25,300</b>				
	<b>Apartments</b>	<b>41,920</b>	<b>64,600</b>				

<sup>1)</sup> Other ground-oriented dwellings includes row houses, other single-attached houses, and moveable dwellings/mobile homes.

<sup>2)</sup> Employment refers to positions filled by the employed labour force, full-time or part-time, and not positions available.

<sup>3)</sup> The Capital Regional District will revise and update the 2026 dwelling forecasts by dwelling type for Sooke and Oak Bay as part of the comprehensive 5-year review of the Regional Growth Strategy.

<sup>4)</sup> The nine local First Nations are not currently partners in the Capital Region's Growth Strategy. The population and employment forecast on Indian Reserves is for information only and is only for use in populating the Regional Transportation Model.

TABLE 2

**Metropolitan Core and Major Centre Performance Guidelines**

<b>Guideline</b>	<b>Metro Core – Central Area</b>	<b>Metro Core – Secondary Area</b>	<b>Major Centres</b>
<b>Dimensions</b>	1000 metre radius (20 minute walk) from the intersection of Douglas Street and View Street.	Area bounded by : <i>South</i> – Simcoe/ Ontario/ May Streets; <i>East</i> – Linden/ Chambers Streets; <i>North</i> – Bay Street; <i>West</i> – Bay/ Catherine Streets.	Approximately 500 metre radius (10 minute walk) from central point. Note: The Langford and Upper Douglas St. Centres are equal to two adjacent centres in dimensions.
<b>Area (hectares)</b>	276 ha.	269 ha.	75 – 80 ha.
<b>Average Gross Density (dwelling units/ hectare)</b>	100 – 120 units/ha.	60 – 90 units/ha.	80 – 100 units/ha.
<b>Function/Mix of Uses</b>	Complex mix of residential and employment uses serving a largely regional market. Dwelling mix predominately is apartments with townhouses and other attached ground oriented units making up a small proportion of the total.	Mixed use area dominated by residential uses, of which approximately half are apartments and the balance other ground oriented units, and single detached and duplex houses.	Mix of residential and employment uses serving primarily a sub-regional market. Dwelling mix is dominated by apartments, with the remainder other ground oriented units, and single detached and duplex units.
<b>Transportation</b>	Primary regional public transit exchange with strong express bus connections to major centres and regional points of entry. “Fare-less square” free transit service during business day. Excellent pedestrian cycling facilities.	Excellent local transit connections to express routes and, excellent pedestrian cycling facilities.	Direct centre to centre express bus service. Excellent pedestrian, cycling and local transit connections.
<b>Public Open Space</b>	Target up to 10% publicly accessible open space comprised of parks, public squares, playgrounds, and enhanced streetscapes.	Target up to 10% publicly accessible open space comprised of parks, public squares, playgrounds, and enhanced streetscapes.	Target up to 10% publicly accessible open space comprised of parks, public squares, playgrounds, and enhanced streetscapes.

TABLE 3

### Summary of Targets by Priority Area and Strategic Initiative

Priority Area	Strategic Initiative	Target
1. Managing and Balancing Growth	1.1 Keep Urban Settlement Compact	<ol style="list-style-type: none"> <li>1) By 2011, increase the designated supply of detached and ground access housing within the Urban Containment and Servicing Area in Victoria, Esquimalt, Saanich and Oak Bay, by 5% over designated capacities at the date of adoption of the Regional Growth Strategy.</li> <li>2) Accommodate a minimum of 15% of the region's cumulative new dwelling units within the City of Victoria to 2026 following adoption of the Regional Growth Strategy (30% of the region's total dwelling stock was located within the City of Victoria in 1996).</li> <li>3) Accommodate a minimum of 90% of the region's cumulative new dwelling units within the Regional Urban Containment and Servicing Area to 2026 following adoption of the Regional Growth Strategy (just under 90% of the region's total dwelling stock was located within the Regional Urban Containment and Servicing Area in 1996).</li> </ol>
	1.2 Protect the Integrity of Rural Communities	<ol style="list-style-type: none"> <li>1) By 2026, do not exceed designated official community plan development capacity limits determined at the date of adoption of the Regional Growth Strategy in rural and rural residential areas.</li> </ol>
2. Environment and Resources	2.1 Protect Regional Green and Blue Space	<ol style="list-style-type: none"> <li>1) By 2011, achieve protection of a minimum of 100% of the proposed Sea to Sea Green/Blue Belt (approximately 75% was protected as of March 01).</li> <li>2) By 2016, complete a minimum of 100% of the Regional Trail Network (approximately 46% was completed by the end of 2001).</li> </ol>
	2.2 Manage Natural Resources and the Environmental Sustainability	<ul style="list-style-type: none"> <li>- Targets for physical and environmental services to be established through a best management practices implementation agreement, within 2 years of the adoption of the RGS.</li> <li>- Targets for air quality to be established in part through the Regional Transportation Strategy within 2 years of the adoption of the RGS, and through the RGS monitoring program.</li> </ul>

Priority Area	Strategic Initiative	Target
3. Housing and Community	3.1 Build Complete Communities	<ul style="list-style-type: none"> <li>Municipal targets to be established through desired development guidelines for individual official community plans through Regional Context Statements, within 2 years of the adoption of the RGS.</li> </ul>
	3.2 Improve Housing Affordability	<ul style="list-style-type: none"> <li>Targets to be established in the Regional Housing Affordability Strategy.</li> </ul>
4. Transportation	4.1 Increase Transportation Choice	<p><b>Mode Share Targets for PM Peak Period Trips:</b></p> <ol style="list-style-type: none"> <li>By 2026, achieve a minimum PM peak period region-wide transit mode share of 10% (4.6% in 1996);</li> <li>By 2026, achieve a minimum PM peak period mode share by non-auto modes of 40% for trips to, from and within the Metropolitan Core (31% for trips by non-auto modes to/from the Victoria Central Business District, a proxy of the Metropolitan Core, in 1996);</li> </ol> <p><b>Mode Share Targets for Journey-to-Work Trips:</b></p> <ol style="list-style-type: none"> <li>By 2026, achieve a minimum region-wide transit mode share of 15% for journey-to-work trips (9.9% in 1996);</li> <li>By 2026, achieve a minimum cycling mode share of 10% within the Victoria Census Metropolitan Area for journey-to-work trips (4.9% in 1996); and 15% for journey-to-work trips for residents of the combined areas of the City of Victoria, Oak Bay, Esquimalt, and urban Saanich (6.2% in 1996)</li> </ol> <p><b>Mode Share Targets for Annual Travel:</b></p> <ul style="list-style-type: none"> <li>Other transportation targets to be established through the Regional Transportation Strategy within 2 years of the adoption of the RGS.</li> </ul>
5. Economic Development	5.1 Strengthen the Regional Economy	<ol style="list-style-type: none"> <li>Accommodate a minimum of 20% of the region's cumulative employment growth within the City of Victoria to 2026 following adoption of the Regional Growth Strategy (approximately 49% of the region's total employment was located in the City of Victoria in 1996).</li> <li>By 2026, achieve a minimum jobs/population ratio in the urban Western Communities of 0.35 (0.27 in 1996).</li> </ol> <p>Other economic targets to be established through the Regional Economic Development Strategy within 2 years of the adoption of the RGS.</p>

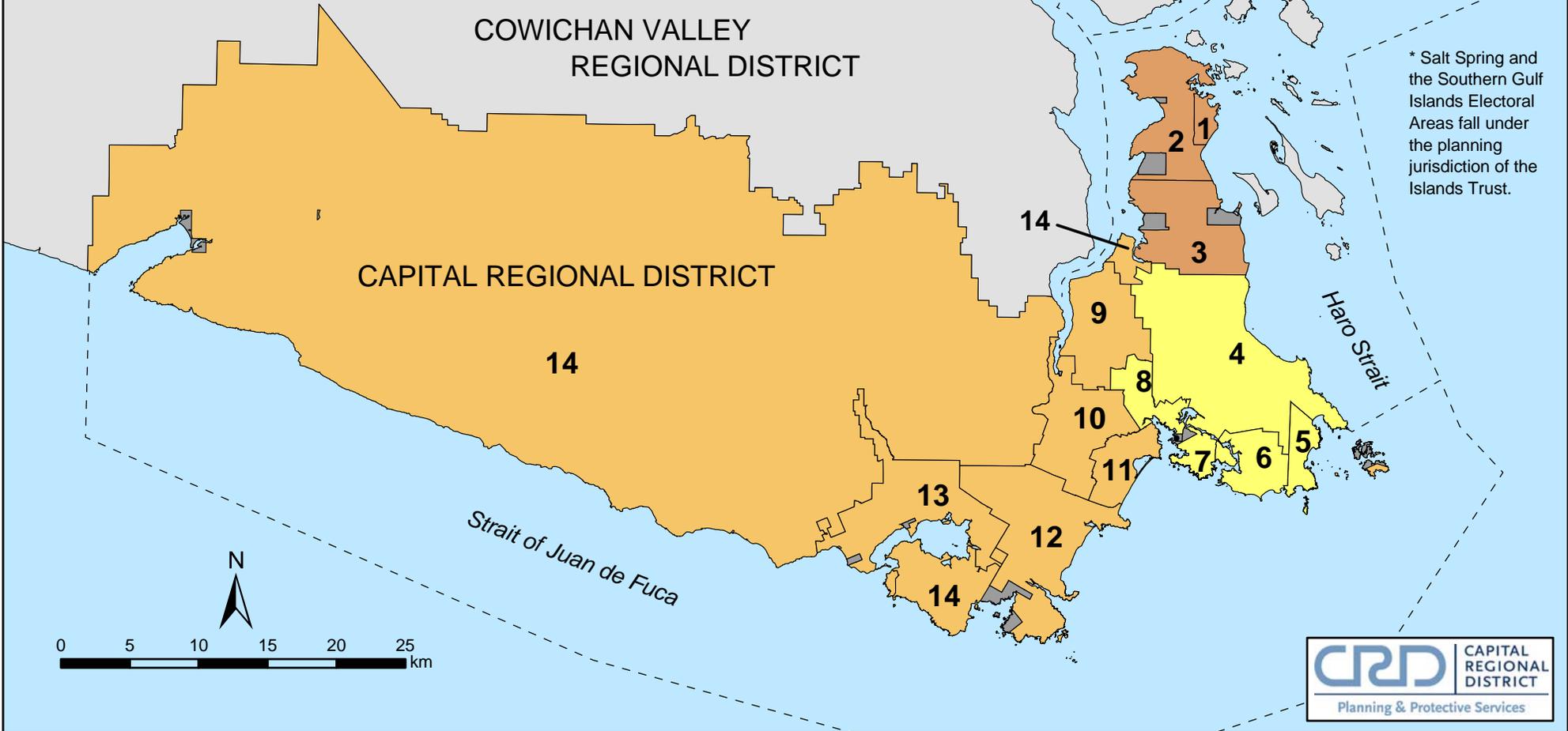
# Map 1: Growth Management Planning Area (GMPA)

Areas Inside the GMPA	
	Saanich Peninsula
	Core Municipalities
	Western Communities
Areas Outside the GMPA	
	Neighbouring Regional Governments (C.V.R.D. and Islands Trust)
	Reserve Lands (in Capital Region)*

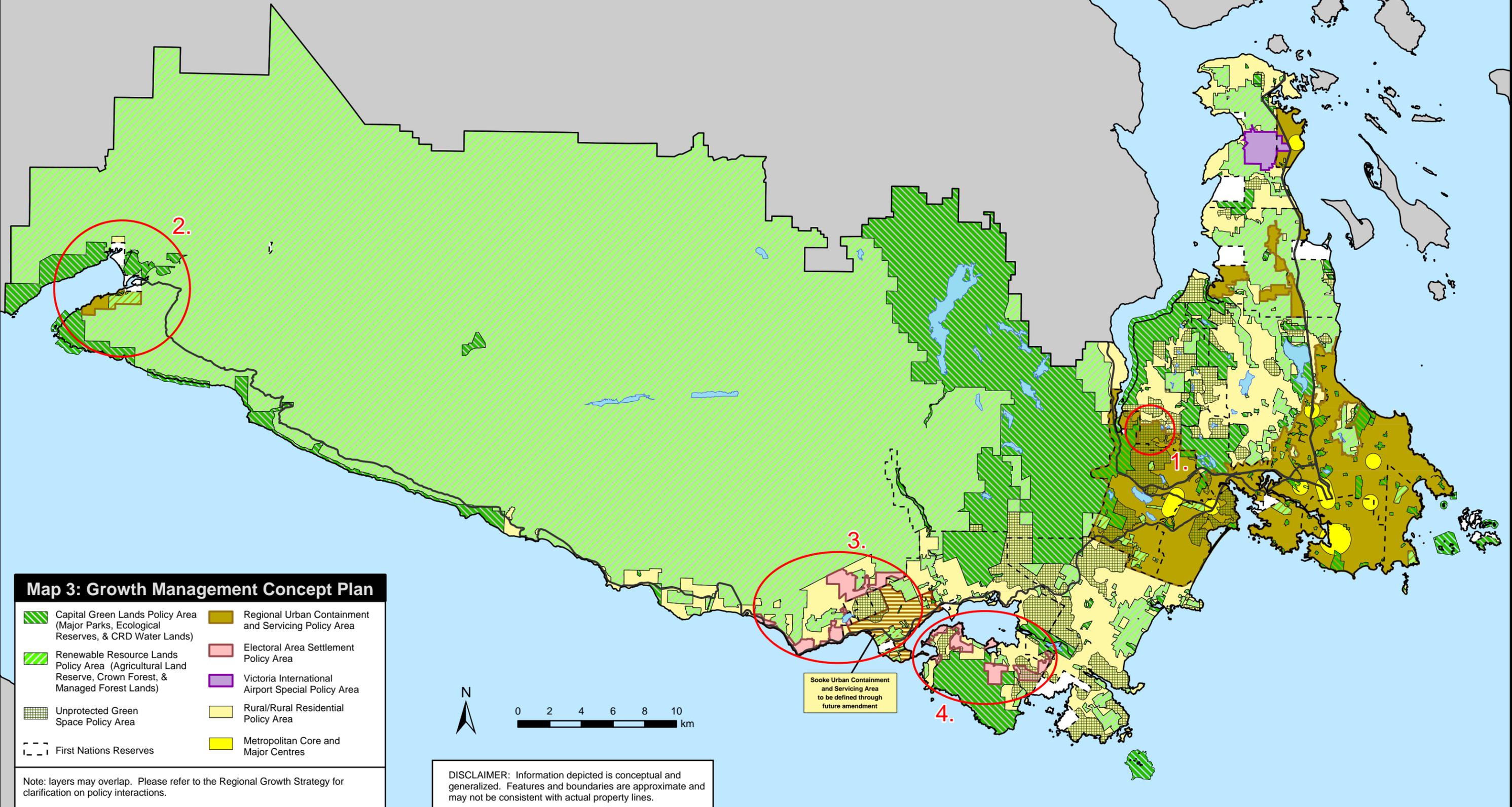
\*First Nations governments are not currently partners in the Growth Strategy.

- Participating Municipalities and Electoral Areas:**
- |                                |                           |
|--------------------------------|---------------------------|
| 1. Town of Sidney              | 9. District of Highlands  |
| 2. District of North Saanich   | 10. City of Langford      |
| 3. District of Central Saanich | 11. City of Colwood       |
| 4. District of Saanich         | 12. District of Metchosin |
| 5. District of Oak Bay         | 13. District of Sooke     |
| 6. City of Victoria            | 14. Juan de Fuca E.A.     |
| 7. Township of Esquimalt       |                           |
| 8. Town of View Royal          |                           |

**Amended RGS DRAFT #1 -- February 2007**



**Amended RGS**  
**DRAFT #1 -- February 2007**



**Map 3: Growth Management Concept Plan**

- |                                                                                                        |                                                      |
|--------------------------------------------------------------------------------------------------------|------------------------------------------------------|
| Capital Green Lands Policy Area (Major Parks, Ecological Reserves, & CRD Water Lands)                  | Regional Urban Containment and Servicing Policy Area |
| Renewable Resource Lands Policy Area (Agricultural Land Reserve, Crown Forest, & Managed Forest Lands) | Electoral Area Settlement Policy Area                |
| Unprotected Green Space Policy Area                                                                    | Victoria International Airport Special Policy Area   |
| First Nations Reserves                                                                                 | Rural/Rural Residential Policy Area                  |
|                                                                                                        | Metropolitan Core and Major Centres                  |

Note: layers may overlap. Please refer to the Regional Growth Strategy for clarification on policy interactions.



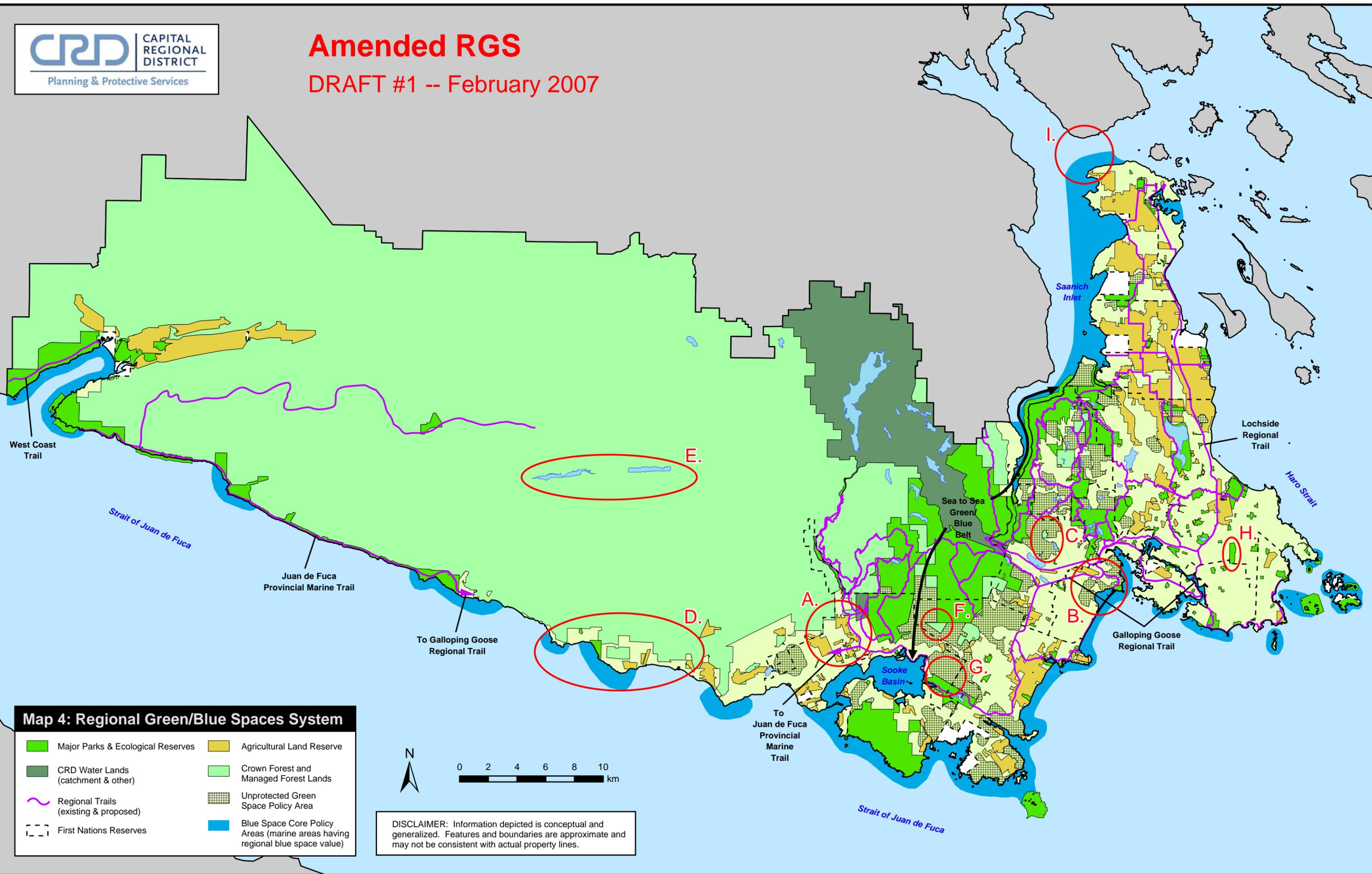
0 2 4 6 8 10 km

DISCLAIMER: Information depicted is conceptual and generalized. Features and boundaries are approximate and may not be consistent with actual property lines.

Sooke Urban Containment and Servicing Area to be defined through future amendment

# Amended RGS

## DRAFT #1 -- February 2007



**Map 4: Regional Green/Blue Spaces System**

- |                                       |                                                                              |
|---------------------------------------|------------------------------------------------------------------------------|
| Major Parks & Ecological Reserves     | Agricultural Land Reserve                                                    |
| CRD Water Lands (catchment & other)   | Crown Forest and Managed Forest Lands                                        |
| Regional Trails (existing & proposed) | Unprotected Green Space Policy Area                                          |
| First Nations Reserves                | Blue Space Core Policy Areas (marine areas having regional blue space value) |



DISCLAIMER: Information depicted is conceptual and generalized. Features and boundaries are approximate and may not be consistent with actual property lines.