



District of North Saanich

STAFF REPORT

To: Rob Buchan
Chief Administrative Officer

Date: January 20, 2017

From: Coralie Breen
Senior Planner

File: 6440-20; 6430

Re: Bylaw 4017 "Capital Regional District Regional Growth Strategy Bylaw No. 1, 2016"
Formal Referral

RECOMMENDATION(S):

That Council:

- 1) accept Bylaw 4017; OR
- 2) reject Bylaw 4017 and direct staff to write to the Capital Regional District on Bylaw 4017 "Capital Regional District Regional Growth Strategy Bylaw No. 1, 2016" per the comments in this staff report (January 20, 2017).

STRATEGIC PLAN IMPLICATIONS:

This matter relates to the following Council strategic priorities:

Protect and Enhance Rural, Agricultural, Heritage, Marine and Environmental Resources

District of North Saanich Strategic Plan (2015 – 2018)

#5 Advocate for and support Regional Growth Strategy (RGS) objectives including enhancing public agriculture holdings in the region with a farm land acquisition program.

PURPOSE OF STAFF REPORT:

The purpose of this staff report is to:

- 1) provide Council with comments on Bylaw 4017; AND
- 2) seek Council's direction to write to the CRD on Bylaw 4017.

Per *Local Government Act* s. 436 municipalities must accept or reject by resolution of council:

Bylaw 4017 “Capital Regional District Regional Growth Strategy Bylaw No. 1, 2016” (Bylaw 4017) known as the 2016 Regional Growth Strategy Bylaw 4017 by **February 2, 2017**. If the District does not respond by that date the District is deemed to have accepted the RGS.

BACKGROUND:

Capital Regional District Regional Growth Strategy Formal Referral

At its November 23, 2016 meeting, the Capital Regional District (CRD) Board gave first and second reading to a revised Bylaw 4017 “Capital Regional District Regional Growth Strategy Bylaw No.1, 2016”. The Board directed that the Regional Growth Strategy (RGS) bylaw (Bylaw 4017) be referred to municipal councils for acceptance or rejection.

RGS Bylaw 4017 will replace the 2003 RGS. This updated RGS bylaw includes: population projections to the year 2038, new content to address the changing global climate, a new section on food systems and a new criteria-based water servicing policy. Urban containment remains a key growth management policy, updated with refined land use designations. New principles now guide compact growth in urban communities and protection of rural character in rural communities. The RGS also includes objectives and policies on environment and infrastructure, safe and complete communities, transportation and economic development. The RGS reflects input from municipalities and the Juan de Fuca Land Use Committee submitted as part of an informal referral in the spring of 2016.

Input from the public hearing (October 23, 2016) suggests there is general agreement on most of the RGS content, with the exception of growth management and its relationship to water servicing.

Content Revisions: Content edits addressed some input from the public hearing, including edits to the transportation and economic development sections and minor copy edits are shown in a revised 2016 RGS documents (See **Appendix A-1, A-2**) using track-changes for convenience. These changes do not have policy implications.

Growth Management & Water Servicing: The RGS document retains the water service policy that was shown for the public hearing (See **Appendix B**).

District of North Saanich Response to Informal Referral

The District of North Saanich made comments to the CRD during the informal referral period on growth management, population projections and food systems (May 18, 2016 and September 13, 2016). Written responses to informal referral comments were not provided to any municipalities from the CRD however the CRD did provide a summary of municipal council and JdF LUC input from the informal RGS referral to the CRD board and the CRD board directed CRD planning staff to incorporate the proposed responses. Board direction on input from informal referral was considered at the June 29, 2016 Committee of the Whole meeting (<https://www.crd.bc.ca/about/documentlibrary/documents/committeedocuments/crdcommitteeofthewhole/20160629>). The District of North Saanich's comments on the draft food systems policy and Agriculture Strategy were submitted September 13 2016. Comments on the RGS were submitted May 18, 2016.

DISCUSSION:

Three areas of concern were identified in Council's letters to the CRD beginning with the District's comments followed by the Community Planning Commission (CPC) and the Community

Stewardship Commission (CSC) comments and staff comments. The Discussion section ends with comments on the merits of accepting or rejecting the RGS.

1. Growth Management

District of North Saanich Comments to the CRD

The District of North Saanich believes the growth management policies and objectives to keep urban settlement compact and protect the integrity of rural communities insufficient. These policies fail to meet the stated intent to maintain quality of life and community character in rural areas. Further, they do not ensure that these areas will remain strongly rooted in their agricultural and resource base. Finally, they provide no mechanisms to reduce development pressures in rural communities (and contained urban areas).

In the instance of growth management, the RGS directs growth to specific urban containment centres but cannot contain growth in these centres. Specifically, the RGS does not include sufficient integrated objectives, incorporating policies, targets, maps and guidelines with respect to meeting population growth projections (RGS 1.1, 1.2) in the following planning areas:

- a) transportation for reasonable and affordable transportation choices (RGS 4.1)
- b) regional infrastructure services such as water servicing (RGS 2.2); and
- c) resilient food and agriculture systems (RGS 6.1)

Comments

Robust discussion regarding whether the RGS reflected a contemporary planning approach ensued and some sentiment that moving the RGS from the RSS neutralized some of the progressive planning policies.

2. Population Projections

District of North Saanich Comments to the CRD

The District commented that growth projections for the CRD estimate 95,000 net new growth by 2038, or an average of 1.5% net growth/year regionally. The RGS provided population projections for the Peninsula (Central Saanich, North Saanich, Sidney) with a growth projection of 19% from 2011 to 2038. The RGS states 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, forest and countryside. Without municipal specific population projections, the District suggests the RGS will be challenged to meet its vision and also risks the quality of life and community character in rural areas to ensure they remain strongly rooted in the agricultural and resource land base.

Comments

The commissions both expressed concern that the RGS did not include community specific projections. The CRD does produce a peninsula sub-regional profile of population, dwelling and employment stats (2006 – 2011) based on Stats Canada information by municipality but projections are not included by municipality in the RGS. The CRD advised that projections were not provided at a municipal level because the local governments could not agree. However, there is no requirement for the projections to be at a municipal level, and since agreement could not be reached, the CRD made a decision to provide sub-regional projections.

Specifically, some CPC members were concerned that by accepting these population projections we were also accepting that “growth is inevitable”. Some members preferred a lower population projection be adopted, to reflect their concern that continued growth may not be “sustainable” (however that was to be measured) while others felt the projections were too low. Seniors from across Canada retire to North Saanich as a desirable place to retire. Other members felt that the RGS does all that it reasonably can do to steer any population growth away from rural areas (it states that least 95% of new housing is to be directed to urban growth areas) and that the real controls for how much growth occurs in North Saanich are in the North Saanich Official Community Plan and Zoning Bylaw. Some members felt that if Council wanted to further limit future growth in North Saanich it should focus on its own bylaws, not object to the RGS population projection. Further some CPC members felt that the other obvious challenge of trying to limit the supply of new housing is that it will contribute to housing shortages and directly undermine the objective to support housing affordability.

3. Food Systems

District of North Saanich Comments to the CRD

The District encourages a strong and robust food systems policy in keeping with the key interest and significant of food security to the region. The CRD has a total of 16,382 ha in the ALR and 13,606 ha in production, 4,752 ha currently in crop production. The RGS projects a net population increase of 94,900 by 2038. The District understand the 5,000 ha aspirational target to increase crop production is not linked to food self-sufficiency as it is not an objective of the RGS and not intended to be an indicator on food security. The District suggested an aspirational target without meaningful context and measurable outcomes is lacking purpose and likely not substantively achievable. The District requested that the CRD refine the target as the current target may not be realistic given that there is only a total of 16,382 ha of land in the ALR in the CRD and suggested a crop production capacity study and also that population projections be linked with self-sufficiency goals.

Comments

The commissions spent less time discussing the food systems policy than other policies. Food systems is a new priority in the RGS and the policy was under development concurrently with the RGS informal referral periods. Given North Saanich’s agricultural land base and interests North Saanich’s efforts to strengthen food systems policy regionally through a dispute resolution process may serve the region’s interests and food security.

ACCEPT/REJECT:

The RGS seeks to achieve the regional vision largely through a shift to policies that encourage investment and development in designated urban centres and concentrates new growth in designated urban centres.

Regardless of Council’s decisions to accept or reject, the RGS and the CRD will now enter dispute resolution due to rejections from other local governments. Rejections from View Royal were based on concerns related to permitting extensions of water services in rural areas, permitting growth in rural areas which would negatively impact climate change policy efforts. Esquimalt rejected the RGS due to concerns related to the proposed land use designation of certain areas in the Township, but indicated that those provisions in the RGS may be included in the RGS on the basis that they do not apply to the Township.

The RGS does provide the opportunity for municipalities to identify any additional RGS policies that they wish to have apply to their own municipalities and also identify provisions to which it objects be included in the regional growth strategy on the basis that the provision will not apply to its jurisdiction, as referred to in LGA S 432 (2). However the provisions which North Saanich objected to in the informal referral, namely growth management policies and a refined food system targets apply to the CRD regionally. The request for specific population projections for North Saanich do not have to be met in the RGS. North Saanich requested that the RGS identify policies that reduce development pressures in rural communities, that population projections specific to North Saanich and refined food systems targets including crop production (differentiation between animal and food production), linking food security to population projections and self-sufficiency and a refined target of increased crop production by 5,000 ha by 2038.

The CPC, while resolving that Council should accept the RGS, was split on the decision and the CSC was unanimous to reject. Regardless, overall members of both commissions articulated that the RGS growth management policies and objectives to keep urban settlement compact and protect the integrity of rural communities were insufficient.

If Council accepts the RGS, then Council may still use its OCP in a manner basically consistent with the RGS and OCP Regional Context Statement (RCS) to further District specific goals. Council deliberations include determining whether rejecting the RGS and entering the dispute resolution process may satisfactorily reduce or eliminate policy concerns or whether Council may achieve its goals by focusing on OCP amendments. Noting the Langley decision summarized below in Legal Implications, staff notes that regional context statements can be approved as consistent with regional growth strategies and still have policy latitude that permits growth. While the Langley decision has not been tested in the context of other regional growth strategies, it raises concerns related to the validity or strength of Regional Growth Strategies in providing its intended purpose to shape the region, and puts into question the degree of policy teeth within each RGS. In the Langley decision as there was no minimum lot size incorporated into the context statement such that there was no inconsistency between the context statement and the remainder of the plan and the Judge dismissed the Greater Vancouver Regional District appeal and upheld the Township of Langley bylaw. The Langley decision was an OCP amendment which was challenged by the Regional District as being contrary to the RGS. This is not entirely analogous with the current situation. However, if the District has concerns about the RGS and the District's options going forward, then now is the time to object and sort out details, rather than risking future legal action by the CRD towards the District in the event that the District pursues an OCP amendment that the CRD may consider contrary to the RGS.

Even with a negotiated dispute resolution, the District may not achieve its desired objectives. Potentially, a local government in the CRD may align its RCS with the RGS and still increase growth beyond the RGS objectives.

OPTIONS:

Council can:

1. Accept Bylaw 4017; OR
2. Reject Bylaw 4017.

If Council votes to not accept the Bylaw 4017, Council must indicate each provision to which it objects; include reasons for its objection; and indicate whether it is willing that a provision to which it objects be included in the RGS on the basis that the provision will not apply to the District of North Saanich.

FINANCIAL IMPLICATIONS:

All local governments participating in the dispute resolution process pay. Costs are shared proportionally between the Board and all participants, on the basis of the assessed value, for property taxation purposes, of land and improvements in their respective jurisdictions.

LEGAL IMPLICATIONS:

Local Government Act S. 436

Acceptance by affected local governments

All municipalities must accept the RGS amending bylaw before it can be adopted. The *Local Government Act* (section 436) sets out requirements for municipal acceptance. Municipalities have a 60-day period beginning upon receipt of the referral letter to either accept or reject the RGS amending bylaw by resolution of council. That referral period ends on February 2, 2017. Municipalities who reject the RGS amending bylaw must specify which provision(s) they reject and the reason(s) for the rejection. Should any municipality reject the RGS, the CRD must notify the Minister of Community, Sport and Cultural Development, and the Minister has two options: ordering non-binding resolution of the matter, and directing the "settlement" of the RGS. A specified non-binding resolution process may be ordered by the Minister if the CRD and objecting municipality(ies) cannot agree on one, and if the process does not produce acceptance of the RGS within 60 days, the "settlement" route must be taken.

The legislation sets out three possible processes that can be used to reach acceptance through the "settlement" route, as follows:

1. Peer panel

The Minister appoints a three-person panel unless the Board and the objecting local government can agree on the composition of a panel to resolve their own dispute.

Conduct of the proceeding is at the discretion of the panel. The panel must settle the disputed issues, making any changes to the RGS that is considers necessary to resolve the issues, and must give written reasons for its decision it is requested to do so before it retires to make its decision.

2. Final proposal arbitration

The Minister appoints a single arbitrator if the parties cannot reach agreement on an appointment. The arbitrator must conduct the proceedings on the basis of written submissions only, and must settle each disputed issue by selecting one of the final written proposals for resolving that issue submitted by one of the parties. No written reasons are to be given.

3. Full arbitration

The procedure for appointment is the same as for final proposal arbitration. The arbitrator has full discretion over the conduct⁶ of the proceedings and is not restricted, in establishing the terms of the settlement, to submissions made by the parties on the disputed issues. Written reasons for decision must be given.

The timelines, inputs, key decision points and decision-makers are set out in legislation and can be found in sections 439-441 of the *Local Government Act* and in the Regional Growth Strategies Regulation (BC Reg 192/98)(See **Appendix C**).

Greater Vancouver (Regional District) v. Langley (Township)

Appeal by the Greater Vancouver Regional District from the dismissal of its application to quash an amending land use bylaw, adopted by the Township of Langley. The amendment permitted the residential and related commercial development of lands adjacent to Trinity Western University by reducing the minimum lot size stipulated in the OCP for the land from 20 acres to 266 square metres, allowing for the construction of 67 houses. The Regional District was unable to convince a judge that the amendment created an inconsistency in the OCP rendering the amendment invalid. The Regional District argued the reduction in the minimum lot size was inconsistent with the approved context statement, incorporated into the rural plan, which provided for variations to the minimum lot size requirements for fish hatcheries only. The judge found the minimum lot size requirement was only mentioned in, and not made explicit in, the rural plan for the region. She found the amending bylaw valid and legal and not inconsistent with the regional context statement and OCP. The Appeal was dismissed. As the trial judge concluded, no minimum lot size was incorporated into the context statement such that there was no inconsistency between the context statement and the remainder of the OCP.

NEXT STEPS:

The 2016 RGS will require dispute resolution in order to reach acceptance. To date (January 19, 2017), the councils of the Township of Esquimalt and Town of View Royal have passed resolutions to not accept the 2016 RGS.

Process Implications

Dispute resolution requires a high degree of local government and board participation. Below is a summary of items that will need council/board direction as the process moves forward:

1. Choosing the binding settlement process and the peer panel or arbitrator. Note that only the Board and local governments refusing to accept choose the process.
2. Advising of intent to participate in the settlement process if the local government has not rejected the RGS. Note that participation allows local governments who accepted a provision to voice their position on a disputed issue. This only applies to the District if it accepts the RGS.
3. Identification and agreement on disputed issues.
4. Putting forward a position and proposed resolution on disputed issues. Note that each process has different requirements for putting forward positions. Participating local governments are not required to put forward a position on all issues.

Timing Implications

Participants have 56 days to select a process and appoint a peer panel or arbitrator, and between 9 and 13 weeks to settle the dispute. The same resolution process must be used for all disputed issues. The timelines are fairly rigid and tight.

DPAC Meeting – February 9, 2017

As dispute resolution requires a high degree of local government involvement, a DPAC meeting is tentatively planned to provide information about the process. Representatives from the Ministry of Community, Sport and Cultural Development will be present to answer questions. District of North Saanich planning staff will attend this meeting.

CONSULTATIONS:

Staff attended CRD information and planning sessions on the RGS (2013-2016).

Informal Referral

The District of North Saanich Community Planning Commission and the Community Stewardship Commission provided comments on the draft Regional Growth Strategy during the informal referral period. Commission comments were considered in correspondence to the CRD from the District of North Saanich (May 18, 2016 and September 13, 2016).

Formal Referral

The District of North Saanich Community Planning Commission and Community Stewardship Commissions met (January 11 and 12, 2017) to consider Bylaw 4017, particularly referencing whether any of the amendments considered the District's comments. The commissions also considered whether the RGS sufficiently addressed the projected level of population growth with corresponding transportation and water services, and food capacity.

Community Planning Commission

The CPC requested that this preamble to the resolution be included in the staff report to Council: WHEREAS, it appears that the target growth proposed in the Regional Growth Strategy (RGS) will not be challenged, restricted, reduced or opposed by the municipalities of which the CRD is comprised. It has simply been accepted that the population of the south tip of Vancouver Island must be allowed to grow by about 100,000 people in the next couple of decades whether or not such growth is sustainable. It is clear that such growth is not sustainable with the resources available on this island and it is questionable whether or not growth projected for the Province as a whole is sustainable with the resources available within the province; and

WHEREAS, the assumptions made within the CRD's RGS to the effect that such growth will not have serious effects on infrastructure and challenged by some, but such challenges go unanswered. This is a particular concern with respect to water supply and sewage treatment and could prove to be a serious concern as well with respect to traffic management; and

WHEREAS, It would be pointless and costly for the Municipality of North Saanich to formally oppose the Regional Growth Strategy because it is unlikely that the other municipalities that comprise the majority of the CRD could be brought onside; and

WHEREAS, In light of the above, the CPC recommends that North Saanich Municipal Council prepare to take all steps to ensure that growth foreseen for our municipality within the CRD be most carefully managed so as to minimize risk to the viability of land in the Agricultural Land

Reserve and to prevent residential development on lands not presently zoned for such development; therefore be it RESOLVED THAT;

3-CPC The Community Planning Commission recommends that Council accept the CRD's proposed RGS and welcomes the opportunity to help Council strengthen the North Saanich OCP in respect to protection of agricultural land and rural values and assist in assuring adherence to it.

Community Stewardship Commission

3-CSC The Community Stewardship Commission recommends to Council that Council reject the CRD Regional Growth Strategy based on the fact that none of the issues in Mayor Finall's correspondence to the CRD dated May 18, 2016 and September 13, 2016 were addressed to the CSC's satisfaction.

INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:

The report was circulated to the District of North Saanich Directors for review.

SUMMARY/CONCLUSION:

Council may accept Bylaw 4017 by writing to the CRD Board indicating acceptance. If Council does not formally write to the CRD by February 2, 2017, then the RGS is deemed to be accepted by Council.

Alternatively, Council may reject Bylaw 4017 and write to the CRD board outlining the matters addressed in the staff report, including which provisions are objected to, the reasons for objection, and whether Council is willing to have those objectionable provisions included in the RGS provided that they do not apply within the District of North Saanich.


If Council rejects the RGS staff recommends in accordance with LGA S. 436(7) (c) the following:

1. That Council objects to provisions Managing Growth 1.1 (Keep Urban Settlement Compact) and 1.2 (Protect the Integrity of Rural Communities) for the following reasons:
 - a. there are not sufficient integrated objectives and targets with respect to reduced development pressures contained in the RGS which would strengthen the protection of rural communities;
 - b. there are not clear population projections broken by municipality to provide sufficient certainty;
 - c. there is not sufficient strength in aspirational targets such as the food systems target to ensure objectives are met, particularly containing development and meeting crop production goals;
 - d. food systems targets are not linked to food security and climate change targets;
 - e. meeting climate action targets are not linked specifically to rural communities.The District of North Saanich has a high percentage of transportation by cars and a large agricultural land base which may limit its ability to meet climate change targets. The RGS does not fully integrate climate action considerations into all aspects of regional growth management; and

- f. the RGS ought to specifically demonstrate how land use designations in Regional Context Statements correspond to the RGS to limit growth.
2. That Council objects to provisions 2.2 Manage Regional Infrastructure Services Sustainably for the following reasons:
 - a. that the expansion of water services promotes growth in rural areas
3. That Council objects to provisions in 4.1 Improve Multi-Modal Connectivity for the following reasons:
 - a. that the transportation plan is not sufficiently integrated with population projections
4. That Council objects to the provisions in 6.1 Foster a Resilient Food and Agriculture System for the following reasons:
 - a. the target of 5,000 ha is aspirational and not linked to population projections or food security


North Saanich is not/is willing to include any of the objectionable provisions in the RGS on the basis that the provision will not apply within DNS. Must state whether any or all of the objectionable provisions may be included in the RGS on the basis that the provision will not apply within the DoNS. NB Council must determine which of the above items 1 – 4 they are willing/not willing to include as objectionable provisions.

Respectfully submitted


Coralie Breen
Senior Planner

Concurrence:


Rob Buchan, Chief Administrative Officer


Anne Berry, Director of Planning and Community Services

Eymond Toupin, Director of Infrastructure Services

Curt Kingsley, Director of Corporate Services

John Telford, Director of Emergency Services

Stephanie Munro, A/Director of Financial Services

Appendix A-1, A-2: Bylaw 4017 “Capital Regional District Regional Growth Strategy Bylaw No. 1, 2016” without highlights and with highlights illustrating changes – posted online

Appendix B: Water Servicing Policy – posted online

Appendix C: Legislative Requirements

Regional Growth Strategy

Capital Regional District

November 2016

CAPITAL REGIONAL DISTRICT

BYLAW NO. 4017

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

READ THE THIRD TIME this ____ day of _____, ____

ADOPTED this ____ day of _____, ____

Chair

Corporate Officer

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

Prepared by

Regional and Strategic Planning
Capital Regional District

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Vision

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

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

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

Objectives:

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

Context

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

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

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

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

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

MAP 1: REGIONAL GROWTH MANAGEMENT PLANNING AREA



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

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

TABLE 1: POPULATION, DWELLING UNIT AND EMPLOYMENT FORECAST

	2011			2038			Population Share	
	Population	Dwellings	Employment	Population	Dwellings	Employment	2011	2038
Core								
<ul style="list-style-type: none"> Esquimalt Oak Bay Saanich Victoria View Royal 	238,900	111,400	141,900	276,700	137,400	164,900	68.9%	62.6%
Saanich Peninsula								
<ul style="list-style-type: none"> Central Saanich North Saanich Sidney 	38,400	16,100	20,300	47,300	20,900	24,900	11.1%	10.7%
West Shore								
<ul style="list-style-type: none"> Colwood Highlands Juan de Fuca Electoral Area Langford Metchosin Sooke 	69,600	26,700	21,500	117,800	46,600	42,700	20.0%	26.7%
Total	346,900	154,200	183,700	441,800	204,900	232,500	100%	100%

Source: Urban Futures, 2014

Please note that First Nations populations are not included in Table 1, as First Nations Reserves fall outside the GMPA.

MAP 2: SALISH SEA



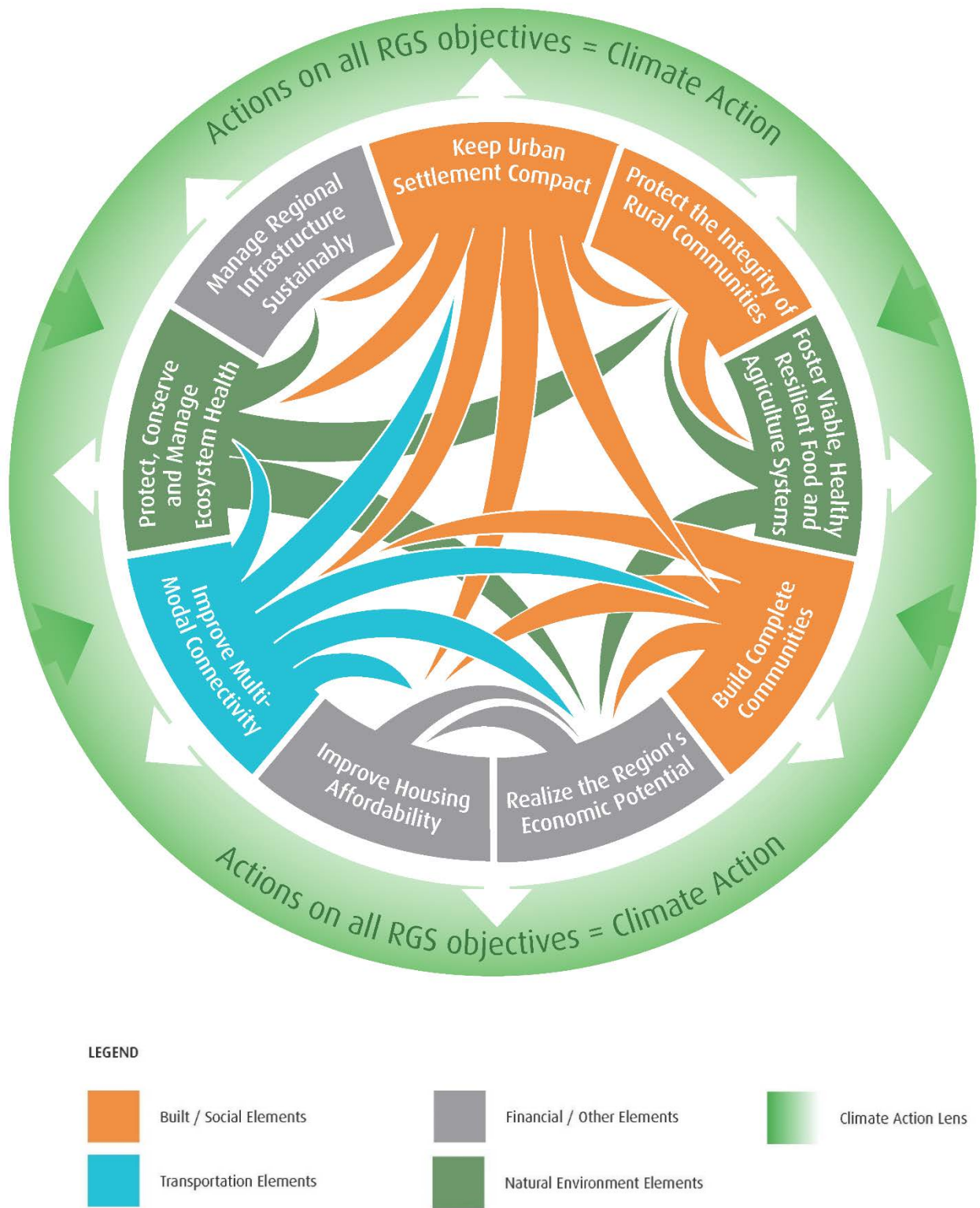
From a 2011 base of approximately 346,900, the region's population is forecast to increase by approximately 94,900 people to 441,800 in 2038, an approximate 1% average annual population increase. The slow aging of the region's population continues as a significant trend, with the proportion of residents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

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

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

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

FIGURE 1: REGIONAL GROWTH STRATEGY INTERCONNECTIONS



Objectives

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

- Objectives define a desired future on matters of regional interest.
- Policies are provided under the “policy” heading for each objective. The Capital Regional District will implement policies and undertake actions for regionally-delivered services and programs. Local municipalities will identify how their Official Community Plan aligns to each policy in a Regional Context Statement.
- Maps showing the Growth Management Concept Plan (Map 3) and details of the Renewable Resource Lands (Map 4) provide spatial definition for policy.
- Targets for each objective are provided in Table 2 at the end of the document. Targets are aspirational in nature. It is unlikely that they will be achieved by the CRD and municipalities alone. Achieving the targets will require concerted effort on the part of the CRD and municipalities as well as senior governments, local residents and businesses, utilities, community groups and others.
- Actions for the Capital Regional District to implement the Regional Growth Strategy are provided in the Implementation Measures section.

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

1. Managing and Balancing Growth

1.1 Keep Urban Settlement Compact

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

Approaches

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

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

To support quality of life and community character in rural areas, urban containment directs growth into complete communities to reduce development pressures in the Saanich Peninsula, rural West Shore, Sooke and the Juan de Fuca Electoral Area. Growth outside the growth boundary is to be kept to 5% or less of the regional total.

A Growth Management Concept Plan and four land use policy designations will help keep urban settlement compact. Map 3 sets out the Growth Management Concept Plan and Map 4 provides additional detail for the Renewable Resource Lands Policy Area.

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

Land Use Designations

Capital Green Lands Policy Area: Includes Ecological Reserves, Capital Regional District Water lands, and Parks. The Regional Growth Strategy sets out in policy 2.1(1) the continued long-term use of these lands for these purposes.

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

Growth Policy Area: Includes residential, general employment, commercial and industrial lands, as well as other associated land uses. The Growth Policy Area is intended to accommodate 95% of the region's new dwelling units, and is where major new transportation infrastructure investments will be directed. The Regional Growth Strategy restricts extension of urban-standard sanitary sewerage services beyond the Growth Policy Area Boundary as set out under policy 2.2(5).

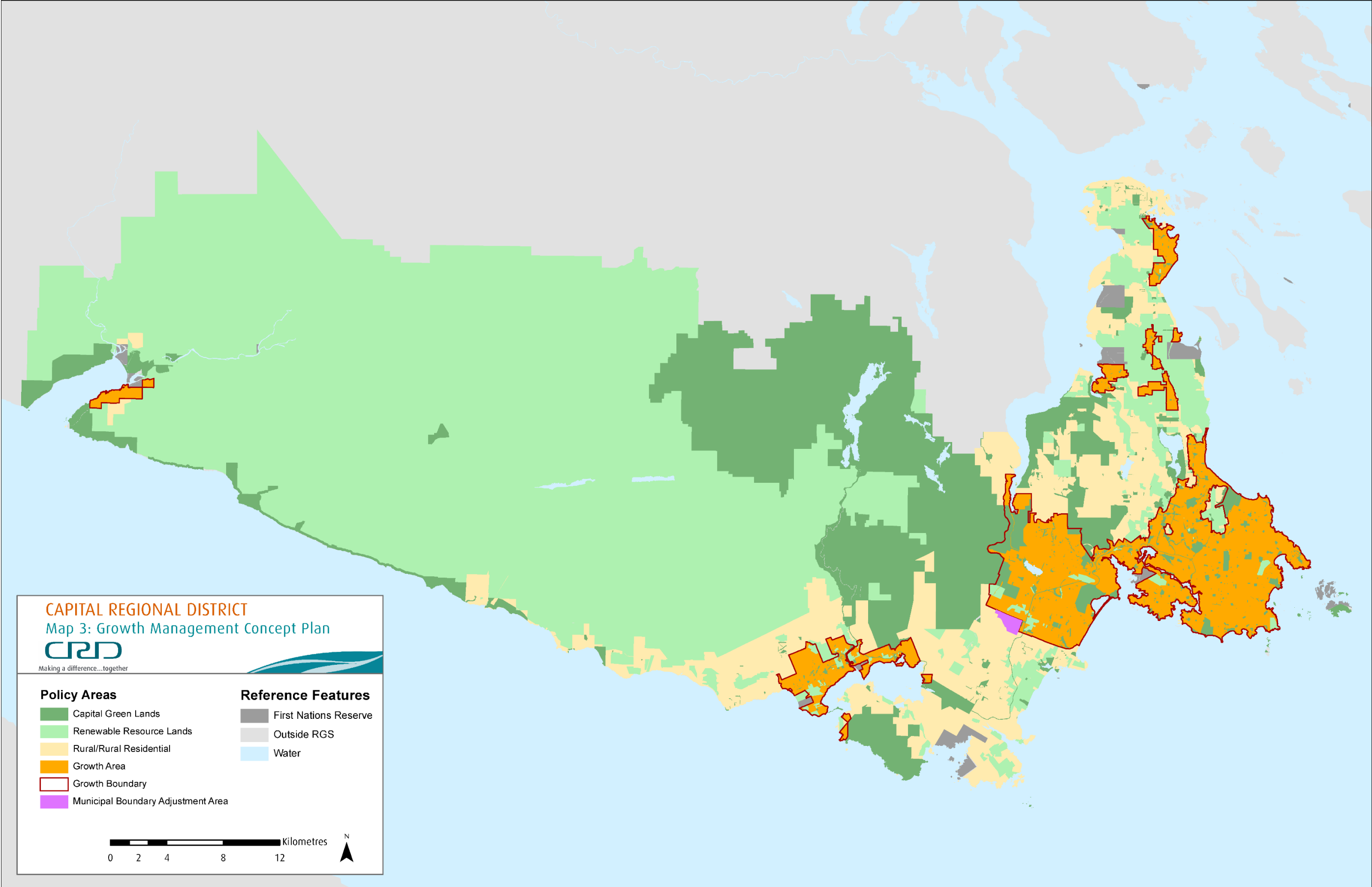
Within the Growth Policy Area, employment and population growth is to be directed to areas that meet criteria set out in Objective 3.1, for complete communities. Complete communities are intended to accommodate housing, jobs and services at densities that will support transit. Focusing growth in complete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

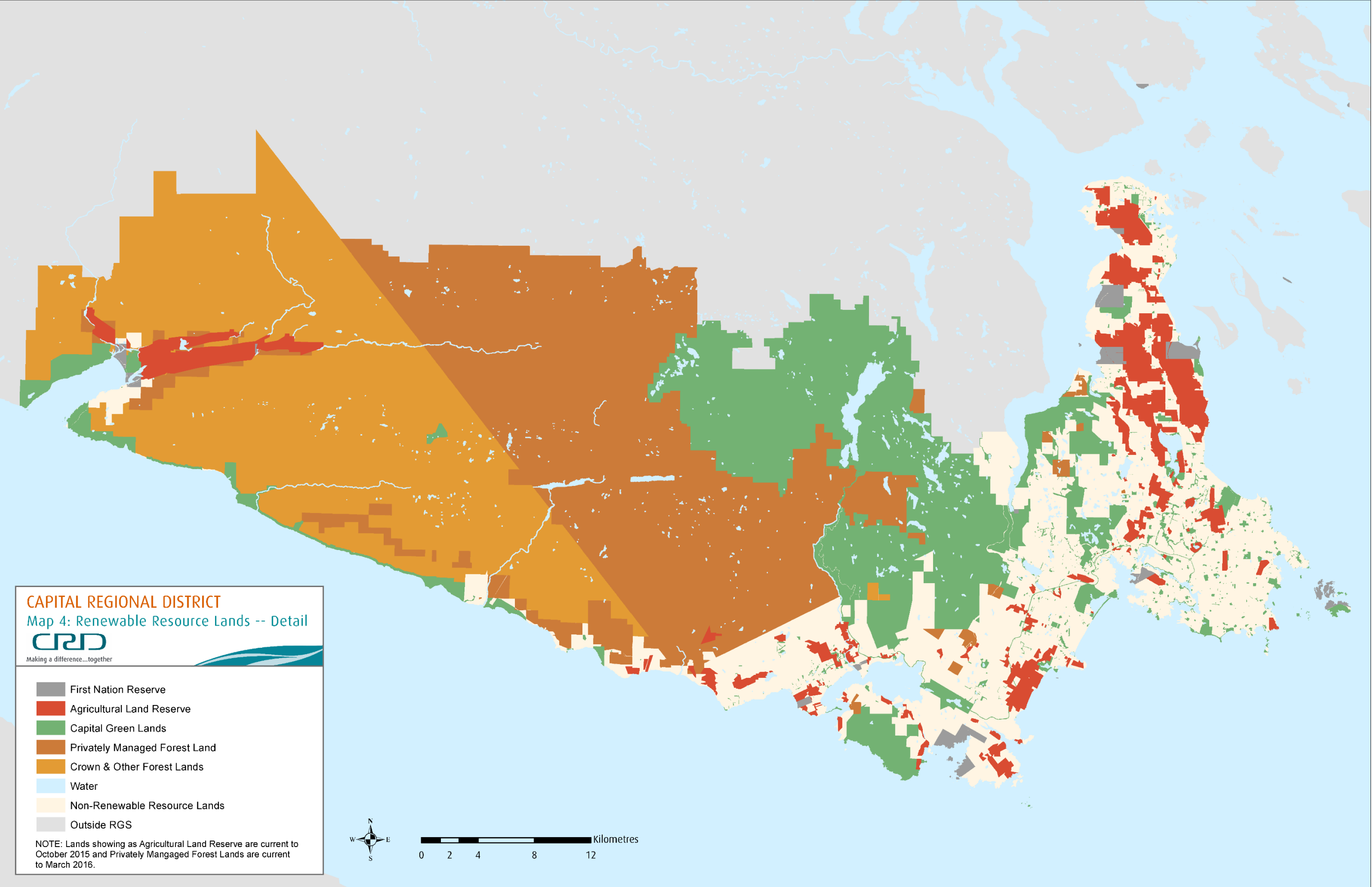
Where Capital Green Lands and Renewable Resource Lands Policy Areas overlap with the Growth Policy Area, the land use policy for the Capital Green Lands and Renewable Resource Lands Policy Areas shall take precedence. Liquid waste service may be provided to such lands within the Growth Policy Area provided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

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

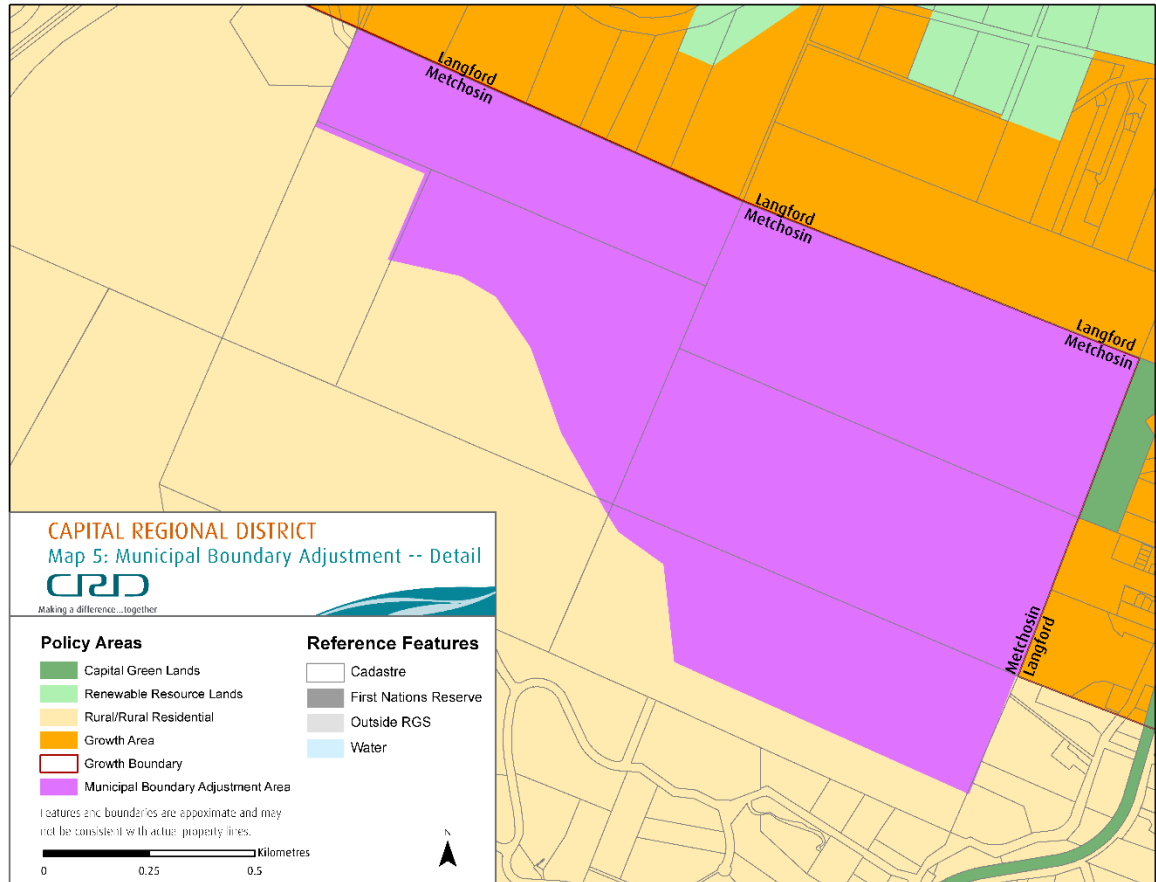
Municipal Boundary Adjustment Area: Includes approximately 380 acres of land, as shown in Map 3: Growth Management Concept Plan and Map 5: Municipal Boundary Adjustment - Detail, in the northwest portion of the District of Metchosin. The land within the Municipal Boundary Adjustment Area is designated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

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MAP 5: MUNICIPAL BOUNDARY ADJUSTMENT - DETAIL



Policies

1. Provide for land uses consistent with the Growth Management Concept Plan depicted on Map 3 and adopt policies to implement the Growth Management Concept Plan consistent with the land use policy designations described in Objective 1.1.
2. Adopt policies regarding the protection, buffering and long term maintenance of the Growth Policy Area Boundary.
3. Permit amendment to the Growth Policy Area designation generally, only as an outcome of a comprehensive 5-year review of the Regional Growth Strategy, recognizing that municipal councils and the Capital Regional District Board are free to initiate at any time amendments to official community plans and the regional growth strategy they deem necessary, through statutory processes established in the *Local Government Act*.
4. Maintain Victoria as the primary regional employment, business and cultural centre.
5. Enhance or develop major employment and population centres in areas that meet criteria, as set out in Objective 3.1, for complete communities.

1.2 Protect the Integrity of Rural Communities

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

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

Principles

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

Policies

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

2. Environment and Infrastructure

2.1 Protect, Conserve and Manage Ecosystem Health

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

Principles

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

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

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

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

Policies

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

2.2 Manage Regional Infrastructure Services Sustainably

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

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

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

The Saanich Peninsula Wastewater Treatment Plant provides secondary wastewater treatment to residents in the Saanich Peninsula. At the time of writing the Regional Growth Strategy, a planning process is underway to identify wastewater management strategies for the Core Area. Private septic fields treat liquid waste for residents in rural areas.

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

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

Principles

- I. Promote settlement patterns that are cost-effective and efficient to service;
- II. Minimize negative financial impacts to those currently serviced (impacts to consider system life cycle costs); and

- III. Avoid negatively impacting the long-term availability of the service for existing development and planned growth within the growth boundary, recognizing the impacts of climate change.

Policies

1. Manage infrastructure services, including water supply and distribution, in accordance with the principles set out in Objectives 2.1 (Protect, Conserve and Manage Ecosystem Health) and 2.2 (Manage Regional Infrastructure Services Sustainably).
2. Provide new water system services (public or private) only to areas where:
 - a. For a municipality, the areas to be serviced are shown on RGS Map 3 as either Growth Policy Area or Rural/Rural Residential Policy Area and the area to be serviced is consistent with OCP servicing provisions and an accepted Regional Context Statement identifies the population to be serviced and how growth in water demand will be addressed. Before approving a new water service bylaw, the full CRD Board must review the request for the new bylaw as it relates to the Regional Growth Strategy and deem the new bylaw consistent with the Regional Growth Strategy. This review is to include a detailed analysis of costs and cost recovery implications, including implications, related to parcel taxes, fees, charges and grants, and subject to the principles as noted above.
 - b. For the Juan de Fuca Electoral Area, the areas to be serviced are shown on RGS Map 3 as either Growth Policy Area or Rural/Rural Residential Policy Area and the area to be serviced is consistent with OCP servicing provisions and the applicable OCP identifies the population to be serviced and how growth in water demand will be addressed. Where new water system services are provided to the community of Shirley-Jordan River, areas to be serviced may also include lands shown on RGS Map 3 as Renewable Resource Lands Policy Area and designated in the OCP as Coastal Uplands subject to limiting development potential of serviced parcels to a density of *one parcel per four hectares*, as set out in the OCP.
3. Notwithstanding policy 2.2(2), the CRD may extend water service if required to address a pressing public health, public safety or environmental issue relating to *existing* units or to service agriculture.
4. Where water service is extended to service agriculture in Policy 2.2(3), water service may be provided to residential units along the serviced line on lands within the Agricultural Land Reserve as long as an OCP is in place that prevents further subdivision or an increase in permitted residential density.

5. Do not further extend urban sewer services outside the Growth Policy Area Boundary depicted on Map 3.
6. Notwithstanding policies 2.2(2) and 2.2(4), evaluate requests for services from jurisdictions outside of Capital Regional District membership with a view towards supporting mutually beneficial relationships and fostering development consistent with all RGS objectives and policies.

3. Housing and Community

3.1 Create Safe and Complete Communities

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

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

Complete Communities Criteria

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

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

Policies

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

3.2 Improve Housing Affordability

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

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

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

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

Approaches to Housing Affordability

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

Policies

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

4. Transportation

4.1 Improve Multi-Modal Connectivity and Mobility

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

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

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

Principles

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

Policies

1. Implement the Regional Transportation Plan in accordance with the principles outlined in Objective 4.1.
2. Locate growth and major trip-generating uses where such can be efficiently serviced by transit and active transportation.
3. Prioritize transit and active modes in community planning and in the design and implementation of infrastructure, facilities and programs.

5. Economic Development

5.1 Realize the Region's Economic Potential

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

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

Economic Development Considerations

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

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

Policies

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

6. Food Systems

6.1 Foster a Resilient Food and Agriculture System

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

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

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

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

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

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

Principles

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

Policies

1. Implement initiatives in accordance with the principles outlined in Objective 6.1.
2. Enable food production, processing and distribution that will foster a place-based food economy that increases access to local, nutritious, safe and culturally appropriate food.
3. Support food waste management that is environmentally sustainable, benefits the regional economy and improves residents' connections to rural and agricultural landscapes.

7. Climate Action

7.1 Significantly Reduce Community-Based Greenhouse Gas Emissions

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

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

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

Principles

- I. Create a low-carbon built form to reduce energy demand;
- II. Increase energy efficiency and recovery from retrofits and new development;
- III. Promote energy efficiency and the use of renewable, clean energy to reduce reliance on fossil fuels; and
- IV. Protect the carbon sequestration value of natural systems, including forested lands and wetlands.

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

Policies

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

Implementation Measures

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

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

- I-6. Coordinate the review and update of regional planning documents to inform future updates to the Regional Growth Strategy and guide CRD action on housing, transportation, regional district services, parks and natural areas and economic development. Documents may include, but are not limited to:
- Housing Affordability Strategy
 - Regional Transportation Plan
 - Pedestrian and Cycling Master Plan
 - Liquid Waste Management Plan
 - Integrated Watershed Management Plan
 - Solid Waste and Resource Management Plan
 - Regional Parks Strategic Plan
 - Food and Agriculture Strategy*
 - Climate Action Strategy*
- I-7. Implement the Regional Growth Strategy without prejudice to any aboriginal rights or title that may currently exist, or be defined further through treaty or other processes. The Board will do this with the full recognition that Capital Region First Nations have asserted within their traditional territories, aboriginal rights and title and treaty rights currently undergoing formal definition through the modern treaty and other processes. The Board recognizes that First Nations Councils are neighbouring governments in the Capital Region, with a shared interest in managing long term development to enhance regional quality of life.
- I-8. Coordinate with the Cowichan Valley Regional District and the Islands Trust to ensure that long term planning and development policies and initiatives in those jurisdictions are compatible with the vision and objectives of the Capital Region's Regional Growth Strategy.
- I-9 The Capital Regional District will work with the Province, agencies such as the Vancouver Island Health Authority and BC Transit, and the federal government to coordinate implementation of the Regional Growth Strategy while respecting the authority of each jurisdiction.

* At the time of writing, the Food and Agriculture Strategy and the Climate Action Strategy are under development.

TABLE 2: 2038 TARGETS BY PRIORITY AREA AND OBJECTIVE

PRIORITY AREA	OBJECTIVE	TARGETS BY 2038
1) Managing and Balancing Growth	1.1 Keep Urban Settlement Compact	<ul style="list-style-type: none"> Accommodate a minimum of 95% of the region's new dwelling units within the Growth Policy Area.
	1.2 Protect the Integrity of Rural Communities	
2) Environment and Infrastructure	2.1 Protect, Conserve and Manage Ecosystem Health	<ul style="list-style-type: none"> Acquire 100% of the sea-to-sea green/blue belt. Complete 100% of the Regional Trail Network. Reduce contaminants to fresh and marine water bodies.
	2.2 Deliver Services Consistent with RGS Objectives	<ul style="list-style-type: none"> Prepare long-term capital plans for Capital Regional District utilities and major infrastructure improvements necessary to address the impacts of climate change and natural hazards.
3) Housing and Community	3.1 Create Safe and Complete Communities	<ul style="list-style-type: none"> Municipal targets for the number of people living in complete communities to be identified by municipalities in Regional Context Statements.
	3.2 Improve Housing Affordability	<ul style="list-style-type: none"> Increase the supply of more affordable housing. Reduce the number of people in core housing need. Reduce the number of people who are homeless.⁴
4) Transportation	4.1 Improve Multi-Modal Connectivity and Mobility	<ul style="list-style-type: none"> Achieve a transportation system that sees 42% of all trips made by walking, cycling, transit.
5) Economic Development	5.1 Realize the Region's Economic Potential	<ul style="list-style-type: none"> Achieve a jobs/population ratio of: <ul style="list-style-type: none"> 0.60 in Core Area 0.53 in Saanich Peninsula 0.36 in West Shore
6) Food Systems	6.1 Foster a Resilient Food and Agriculture System	<ul style="list-style-type: none"> Increase the amount of land in crop production by 5,000 ha.
7) Climate Action	7.1 Significantly reduce community-based	<ul style="list-style-type: none"> Reduce community greenhouse gas emissions by 33% (from 2007 levels) by 2020, and by 61% by 2038.

⁴ Numeric targets will be identified in an updated Regional Housing Affordability Strategy. At the time of writing, the targets in the approved Regional Housing Affordability Strategy are inconsistent with the legislated timeline of the Regional Growth Strategy.

PRIORITY AREA	OBJECTIVE	TARGETS BY 2038
	greenhouse gas emissions	

Appendix A: Community Profiles

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

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

Community profiles/vision statements are described below.

Central Saanich

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

Colwood

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

Esquimalt

Esquimalt exhibits a more sustainable model of urban development where the quality of the natural and built environment passed on to the next generation is healthier than at present. Through infrastructure investment and redevelopment, Esquimalt Road will transition into a vibrant, urban environment. It is Esquimalt's intention to strengthen its commercial/retail

sector to service the expanding needs of the community and to market our central location to businesses and high-tech industries. The Esquimalt graving dock and CFB/BFC Esquimalt are an important contributor to the regional economy.

Highlands

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

Juan de Fuca Electoral Area

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

Langford

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

Metchosin

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

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

North Saanich

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

Oak Bay

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

Saanich

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

Sidney

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

Sooke

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

Victoria

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

View Royal

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

Appendix B: Framework for Our Future Guiding Principles

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

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

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

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

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

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

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

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

Appendix C: The Regional Green/Blue Spaces Vision

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

“

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

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

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

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

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

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

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

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

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

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

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

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

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

Appendix D: Glossary

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.

Climate Change A change of climate which is attributed directly or indirectly to human activity.⁵

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

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

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

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

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

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

⁵ Based on the United Nations Framework Convention on Climate Change definition.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Regional Growth Strategy

Capital Regional District

~~September~~ November 2016

Proposed changes to reflect Alternative 1 (November 9, 2016)

CRD

Making a difference...together

CAPITAL REGIONAL DISTRICT

BYLAW NO. 4017

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

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

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

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

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

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

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

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

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

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

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

PUBLIC HEARING CONDUCTED PURSUANT TO PART 13, SECTION 434 of the *LOCAL GOVERNMENT ACT* this ____ day of _____, ____

READ THE THIRD TIME this ____ day of _____, ____

ADOPTED this

____ day of _____, ____

Chair

Corporate Officer

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

Prepared by

Regional and Strategic Planning
Capital Regional District

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Vision

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

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

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

Objectives:

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

Context

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

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

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

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

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

MAP 1: REGIONAL GROWTH MANAGEMENT PLANNING AREA



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

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

TABLE 1: POPULATION, DWELLING UNIT AND EMPLOYMENT FORECAST

	2011			2038			Population Share	
	Population	Dwellings	Employment	Population	Dwellings	Employment	2011	2038
Core <ul style="list-style-type: none"> Esquimalt Oak Bay Saanich Victoria View Royal 	238,900	111,400	141,900	276,700	137,400	164,900	68.9%	62.6%
Saanich Peninsula <ul style="list-style-type: none"> Central Saanich North Saanich Sidney 	38,400	16,100	20,300	47,300	20,900	24,900	11.1%	10.7%
West Shore <ul style="list-style-type: none"> Colwood Highlands Juan de Fuca Electoral Area Langford Metchosin Sooke 	69,600	26,700	21,500	117,800	46,600	42,700	20.0%	26.7%
Total	346,900	154,200	183,700	441,800	204,900	232,500	100%	100%

Source: Urban Futures, 2014

Please note that First Nations populations are not included in Table 1, as First Nations Reserves fall outside the GMPA.

MAP 2: SALISH SEA



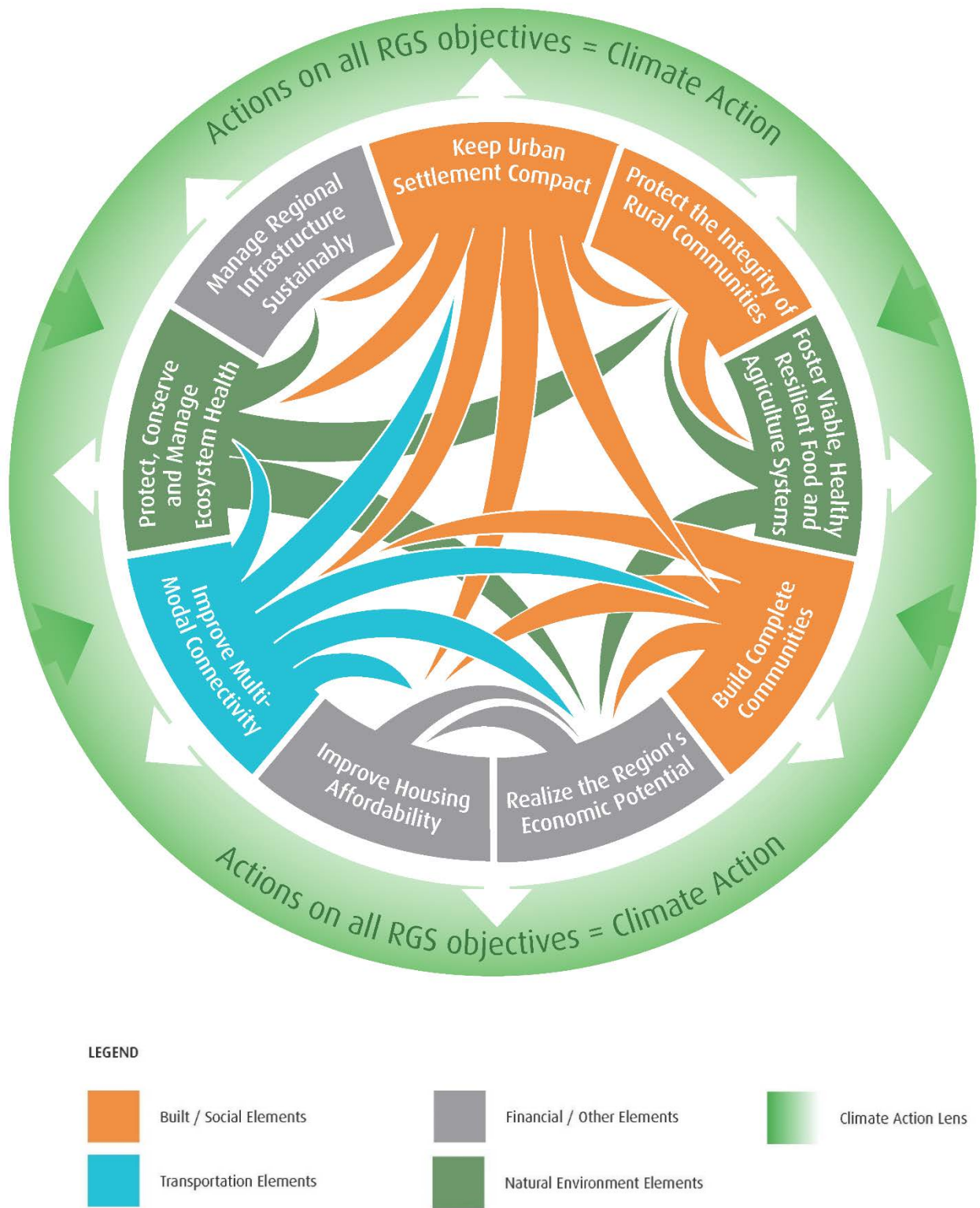
From a 2011 base of approximately 346,900, the region's population is forecast to increase by approximately 94,900 people to 441,800 in 2038, an approximate 1% average annual population increase. The slow aging of the region's population continues as a significant trend, with the proportion of residents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

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

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

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

FIGURE 1: REGIONAL GROWTH STRATEGY INTERCONNECTIONS



Objectives

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

- Objectives define a desired future on matters of regional interest.
- Policies are provided under the “policy” heading for each objective. The Capital Regional District will implement policies and undertake actions for regionally-delivered services and programs. Local municipalities will identify how their Official Community Plan aligns to each policy in a Regional Context Statement.
- Maps showing the Growth Management Concept Plan (Map 3) and details of the Renewable Resource Lands (Map 4) provide spatial definition for policy.
- Targets for each objective are provided in Table 2 at the end of the document. Targets are aspirational in nature. It is unlikely that they will be achieved by the CRD and municipalities alone. Achieving the targets will require concerted effort on the part of the CRD and municipalities as well as senior governments, local residents and businesses, utilities, community groups and others.
- Actions for the Capital Regional District to implement the Regional Growth Strategy are provided in the Implementation Measures section.

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

1.1 Keep Urban Settlement Compact

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

Approaches

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

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

To support quality of life and community character in rural areas, urban containment directs growth into complete communities to reduce development pressures in the Saanich Peninsula, rural West Shore, Sooke and the Juan de Fuca Electoral Area. Growth outside the growth boundary is to be kept to 5% or less of the regional total.

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

A Growth Management Concept Plan and four land use policy designations will help keep urban settlement compact. Map 3 sets out the Growth Management Concept Plan and Map 4 provides additional detail for the Renewable Resource Lands Policy Area.

Land Use Designations

Capital Green Lands Policy Area: Includes Ecological Reserves, Capital Regional District Water lands, and Parks. The Regional Growth Strategy sets out in policy 2.1(1) the continued long-term use of these lands for these purposes.

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

Growth Policy Area: Includes residential, general employment, commercial and industrial lands, as well as other associated land uses. The Growth Policy Area is intended to accommodate 95% of the region's new dwelling units, and is where major new transportation infrastructure investments will be directed. The Regional Growth Strategy restricts extension of urban-standard sanitary sewerage services beyond the Growth Policy Area Boundary as set out under policy 2.2(5).

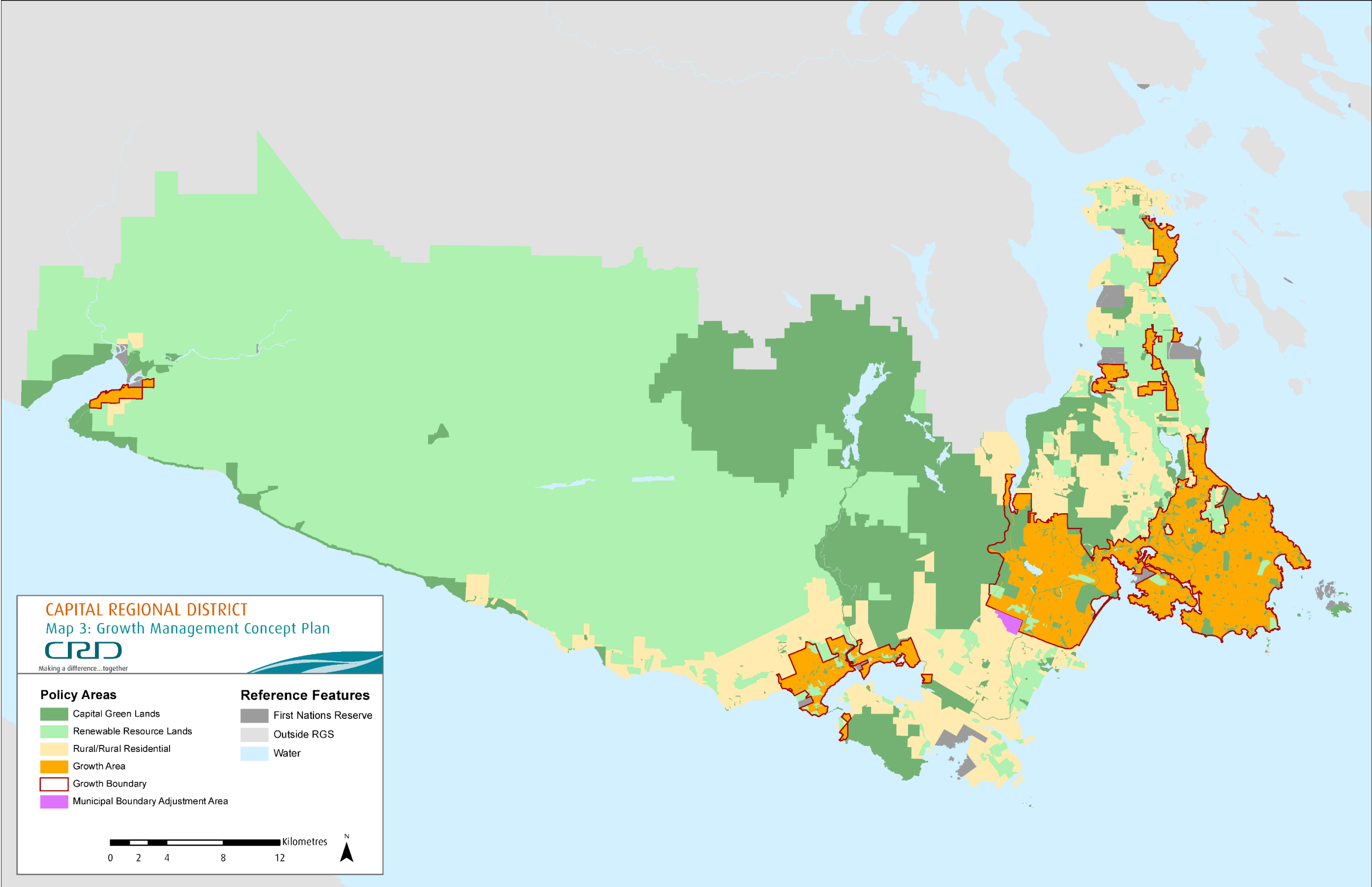
Within the Growth Policy Area, employment and population growth is to be directed to areas that meet criteria set out in Objective 3.1, for complete communities. Complete communities are intended to accommodate housing, jobs and services at densities that will support transit. Focusing growth in complete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

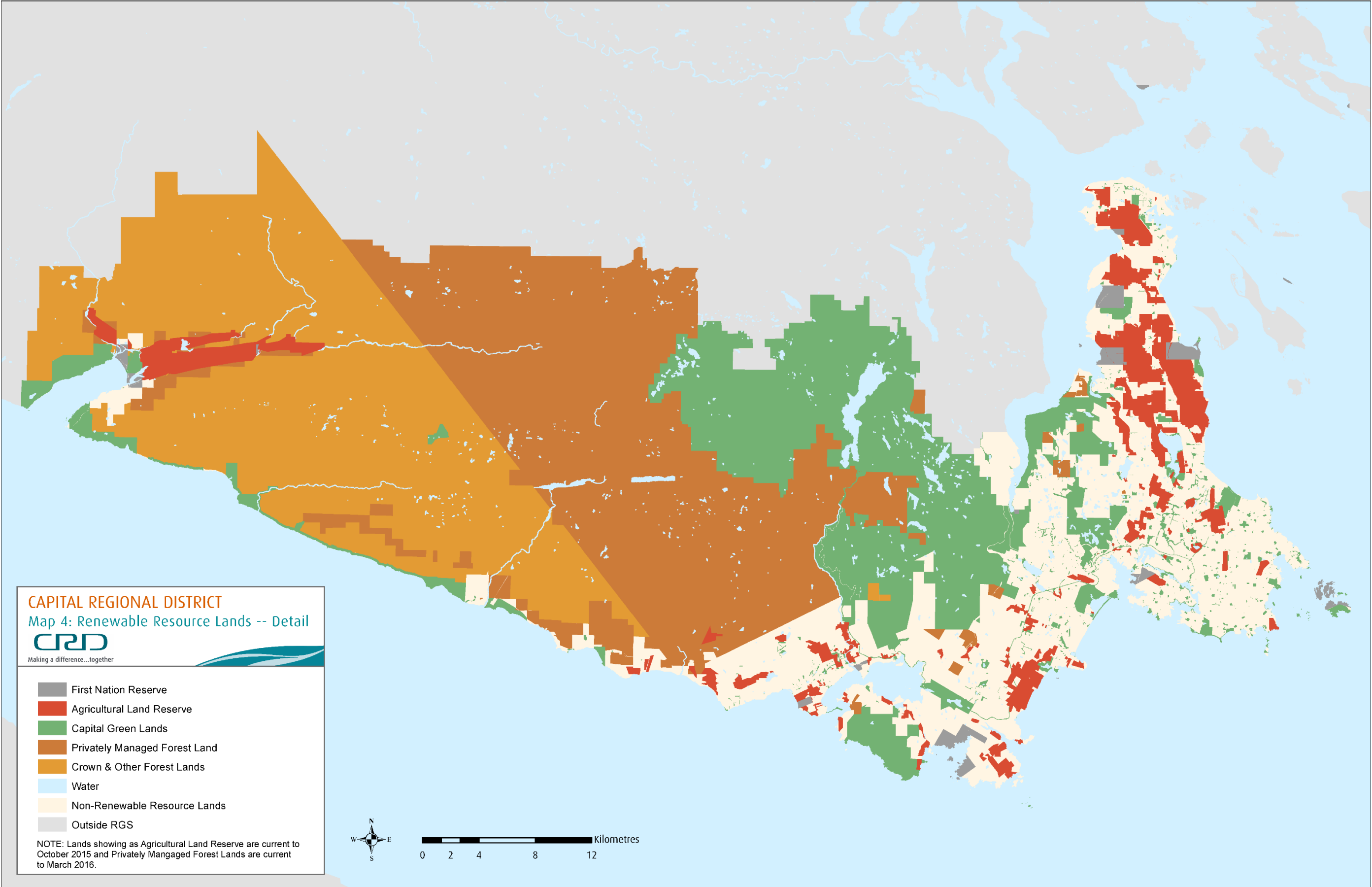
Where Capital Green Lands and Renewable Resource Lands Policy Areas overlap with the Growth Policy Area, the land use policy for the Capital Green Lands and Renewable Resource Lands Policy Areas shall take precedence. Liquid waste service may be provided to such lands within the Growth Policy Area provided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

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

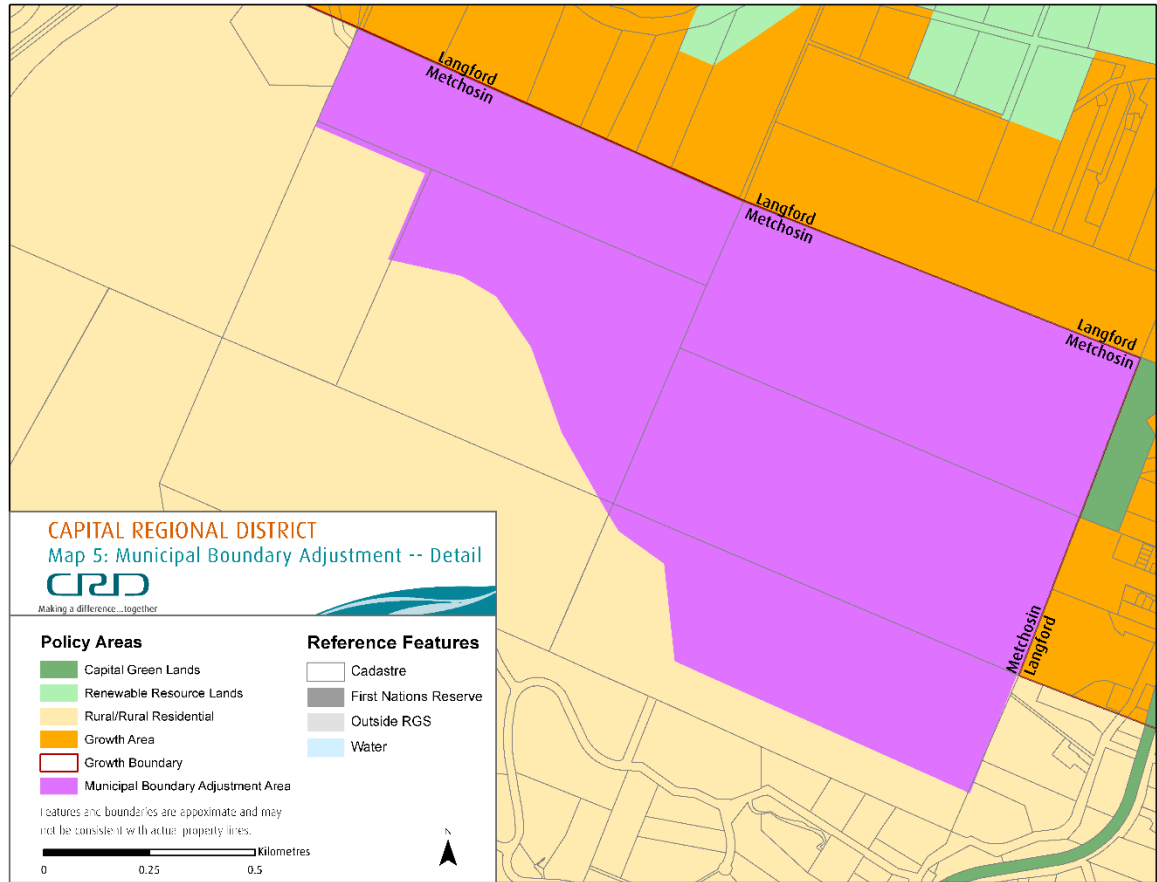
The policy area also includes lands with ecosystem benefits to be identified and protected through means such as development permit areas, conservation covenants, or acquisition and designation as a park or ecological reserve.

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





MAP 5: MUNICIPAL BOUNDARY ADJUSTMENT - DETAIL



Policies

1. Provide for land uses consistent with the Growth Management Concept Plan depicted on Map 3 and adopt policies to implement the Growth Management Concept Plan consistent with the land use policy designations described in Objective 1.1.
2. Adopt policies regarding the protection, buffering and long term maintenance of the Growth Policy Area Boundary.
3. Permit amendment to the Growth Policy Area designation generally, only as an outcome of a comprehensive 5-year review of the Regional Growth Strategy, recognizing that municipal councils and the Capital Regional District Board are free to initiate at any time amendments to official community plans and the regional growth strategy they deem necessary, through statutory processes established in the *Local Government Act*.
4. Maintain Victoria as the primary regional employment, business and cultural centre.
5. Enhance or develop major employment and population centres in areas that meet criteria, as set out in Objective 3.1, for complete communities.

1.2 Protect the Integrity of Rural Communities

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

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

Principles

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

Policies

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

2.1 Protect, Conserve and Manage Ecosystem Health

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

Principles

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

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

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

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

Policies

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

2.2 Manage Regional Infrastructure Services Sustainably

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

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

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

The Saanich Peninsula Wastewater Treatment Plant provides secondary wastewater treatment to residents in the Saanich Peninsula. At the time of writing the Regional Growth Strategy, a planning process is underway to identify wastewater management strategies for the Core Area. Private septic fields treat liquid waste for residents in rural areas.

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

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

Principles

- I. Promote settlement patterns that are cost-effective and efficient to service;
- II. Minimize negative financial impacts to those currently serviced (impacts to consider system life cycle costs); and

- III. Avoid negatively impacting the long-term availability of the service for existing development and planned growth within the growth boundary, recognizing the impacts of climate change.

Policies

1. Manage infrastructure services, including water supply and distribution, in accordance with the principles set out in Objectives 2.1 (Protect, Conserve and Manage Ecosystem Health) and 2.2 (Manage Regional Infrastructure Services Sustainably).
2. Provide new water system services (public or private) only to areas where:
 - a. For a municipality, the areas to be serviced are shown on RGS Map 3 as either Growth Policy Area or Rural/Rural Residential Policy Area and the area to be serviced is consistent with OCP servicing provisions and an accepted Regional Context Statement identifies the population to be serviced and how growth in water demand will be addressed. Before approving a new water service bylaw, the full CRD Board must review the request for the new bylaw as it relates to the Regional Growth Strategy and deem the new bylaw consistent with the Regional Growth Strategy. This review is to include a detailed analysis of costs and cost recovery implications, including implications, related to parcel taxes, fees, charges and grants, and subject to the principles as noted above.
 - b. For the Juan de Fuca Electoral Area, the areas to be serviced are shown on RGS Map 3 as either Growth Policy Area or Rural/Rural Residential Policy Area and the area to be serviced is consistent with OCP servicing provisions and the applicable OCP identifies the population to be serviced and how growth in water demand will be addressed. Where new water system services are provided to the community of Shirley-Jordan River, areas to be serviced may also include lands shown on RGS Map 3 as Renewable Resource Lands Policy Area and designated in the OCP as Coastal Uplands subject to limiting development potential of serviced parcels to a density of *one parcel per four hectares*, as set out in the OCP.
3. Notwithstanding policy 2.2(2), the CRD may extend water service if required to address a pressing public health, public safety or environmental issue relating to *existing* units or to service agriculture.
4. Where water service is extended to service agriculture in Policy 2.2(3), water service may be provided to residential units along the serviced line on lands within the Agricultural Land Reserve as long as an OCP is in place that prevents further subdivision or an increase in permitted residential density.

5. Do not further extend urban sewer services outside the Growth Policy Area Boundary depicted on Map 3.
6. Notwithstanding policies 2.2(2) and 2.2(4), evaluate requests for services from jurisdictions outside of Capital Regional District membership with a view towards supporting mutually beneficial relationships and fostering development consistent with all RGS objectives and policies.

3.1 Create Safe and Complete Communities

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

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

Complete Communities Criteria

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

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

Policies

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

3.2 Improve Housing Affordability

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

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

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

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

Approaches to Housing Affordability

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

Policies

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

4.1 Increase Transportation ChoiceImprove Multi-Modal Connectivity and Mobility

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

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

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

Principles

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

- VII. Maximize efficiency of existing transportation corridors for multiple modes.

Policies

1. Implement the Regional Transportation Plan in accordance with the principles outlined in Objective 4.1.
2. Locate growth and major trip-generating uses where such can be efficiently serviced by transit and active transportation.
3. Prioritize transit and active modes in community planning and in the design and implementation of infrastructure, facilities and programs.

5.1 ~~Strengthen the Regional Economy~~Realize the Region's Economic Potential

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

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

Economic Development Considerations

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

regarding community completeness, transportation balance, and a network of major centres within an urban containment boundary;

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

Policies

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

6.1 Foster a Resilient Food and Agriculture System

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

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

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

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

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

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

Principles

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

Policies

1. Implement initiatives in accordance with the principles outlined in Objective 6.1.
2. Enable food production, processing and distribution that will foster a place-based food economy that increases access to local, nutritious, safe and culturally appropriate food.
3. Support food waste management that is environmentally sustainable, benefits the regional economy and improves residents' connections to rural and agricultural landscapes.

7.1 Significantly Reduce Community-Based Greenhouse Gas Emissions

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

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

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

Principles

- I. Create a low-carbon built form to reduce energy demand;
- II. Increase energy efficiency and recovery from retrofits and new development;
- III. Promote energy efficiency and the use of renewable, clean energy to reduce reliance on fossil fuels; and
- IV. Protect the carbon sequestration value of natural systems, including forested lands and wetlands.

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

Policies

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

Implementation Measures

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

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

- I-6. Coordinate the review and update of regional planning documents to inform future updates to the Regional Growth Strategy and guide CRD action on housing, transportation, regional district services, parks and natural areas and economic development. Documents may include, but are not limited to:
- Housing Affordability Strategy
 - Regional Transportation Plan
 - Pedestrian and Cycling Master Plan
 - Liquid Waste Management Plan
 - Integrated Watershed Management Plan
 - Solid Waste and Resource Management Plan
 - Regional Parks Strategic Plan
 - Food and Agriculture Strategy*
 - Climate Action Strategy*
- I-7. Implement the Regional Growth Strategy without prejudice to any aboriginal rights or title that may currently exist, or be defined further through treaty or other processes. The Board will do this with the full recognition that Capital Region First Nations have asserted within their traditional territories, aboriginal rights and title and treaty rights currently undergoing formal definition through the modern treaty and other processes. The Board recognizes that First Nations Councils are neighbouring governments in the Capital Region, with a shared interest in managing long term development to enhance regional quality of life.
- I-8. Coordinate with the Cowichan Valley Regional District and the Islands Trust to ensure that long term planning and development policies and initiatives in those jurisdictions are compatible with the vision and objectives of the Capital Region's Regional Growth Strategy.
- I-9 The Capital Regional District will work with the Province, agencies such as the Vancouver Island Health Authority and BC Transit, and the federal government to coordinate implementation of the Regional Growth Strategy while respecting the authority of each jurisdiction.

* At the time of writing, the Food and Agriculture Strategy and the Climate Action Strategy are under development.

TABLE 2: 2038 TARGETS BY PRIORITY AREA AND OBJECTIVE

PRIORITY AREA	OBJECTIVE	TARGETS BY 2038
1) Managing and Balancing Growth	1.1 Keep Urban Settlement Compact	<ul style="list-style-type: none"> Accommodate a minimum of 95% of the region's new dwelling units within the Growth Policy Area.
	1.2 Protect the Integrity of Rural Communities	
2) Environment and Infrastructure	2.1 Protect, Conserve and Manage Ecosystem Health	<ul style="list-style-type: none"> Acquire 100% of the sea-to-sea green/blue belt. Complete 100% of the Regional Trail Network. Reduce contaminants to fresh and marine water bodies.
	2.2 Deliver Services Consistent with RGS Objectives	<ul style="list-style-type: none"> Prepare long-term capital plans for Capital Regional District utilities and major infrastructure improvements necessary to address the impacts of climate change and natural hazards.
3) Housing and Community	3.1 Create Safe and Complete Communities	<ul style="list-style-type: none"> Municipal targets for the number of people living in complete communities to be identified by municipalities in Regional Context Statements.
	3.2 Improve Housing Affordability	<ul style="list-style-type: none"> Increase the supply of more affordable housing. Reduce the number of people in core housing need. Reduce the number of people who are homeless.⁴
4) Transportation	4.1 Improve Multi-Modal Connectivity and Mobility	<ul style="list-style-type: none"> Achieve a transportation system that sees 42% of all trips made by walking, cycling, transit.
5) Economic Development	5.1 Realize the Region's Economic Potential	<ul style="list-style-type: none"> Achieve a jobs/population ratio of: <ul style="list-style-type: none"> 0.60 in Core Area 0.53 in Saanich Peninsula 0.36 in West Shore
6) Food Systems	6.1 Foster a Resilient Food and Agriculture System	<ul style="list-style-type: none"> Increase the amount of land in crop production by 5,000 ha.
7) Climate Action	7.1 Significantly reduce community-based	<ul style="list-style-type: none"> Reduce community greenhouse gas emissions by 33% (from 2007 levels) by 2020, and by 61% by 2038.

⁴ Numeric targets will be identified in an updated Regional Housing Affordability Strategy. At the time of writing, the targets in the approved Regional Housing Affordability Strategy are inconsistent with the legislated timeline of the Regional Growth Strategy.

PRIORITY AREA	OBJECTIVE	TARGETS BY 2038
	greenhouse gas emissions	

Appendix A: Community Profiles

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

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

Community profiles/vision statements are described below.

Central Saanich

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

Colwood

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

Esquimalt

Esquimalt exhibits a more sustainable model of urban development where the quality of the natural and built environment passed on to the next generation is healthier than at present.

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

Highlands

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

Juan de Fuca Electoral Area

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

Langford

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

Metchosin

Metchosin is a community of rural character with a choice of rural lifestyles. The vibrant and locally-supported agricultural industry continues to thrive and diversify with a range of products and organic crops. Our natural areas, shorelines, sensitive ecosystems and

biodiversity are valued, preserved and protected. There is an expanded system of local and regional parks and natural open spaces linked with multi-use trails, along with improved access to shoreline areas, allowing increased recreational opportunities and fostering active healthy lifestyles. Metchosin village continues to be the community hub and primary commercial centre for local businesses and retailers, with some limited room for expansion. Metchosin's rural character is an integral component of, and valued contributor to the broader complete regional community.

North Saanich

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

Oak Bay

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

Saanich

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

Sidney

Sidney remains the commercial centre for the north Peninsula and the economic competitiveness of Sidney is maintained and enhanced. Commercial/industrial lands are

available and there are growing knowledge-based industries. Orientation between the town and the ocean is strong, including enhanced ocean-side amenities.

Sooke

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

Victoria

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

View Royal

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

Appendix B: Framework for Our Future Guiding Principles

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

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

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

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

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

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

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

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

Appendix C: The Regional Green/Blue Spaces Vision

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

“

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

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

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

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

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

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

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

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

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

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

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

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

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

Appendix D: Glossary

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.

Climate Change A change of climate which is attributed directly or indirectly to human activity.⁵

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

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

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

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

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

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

⁵ Based on the United Nations Framework Convention on Climate Change definition.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

2016 RGS WATER SERVICING POLICY (OCTOBER 12, 2016)

Section 2.2 Principles

- I. Promote settlement patterns that are cost-effective and efficient to service;
- II. Minimize negative financial impacts to those currently serviced (impacts to consider system life cycle costs); and
- III. Avoid negatively impacting the long-term availability of the service for existing development and planned growth within the growth boundary, recognizing the impacts of climate change.

Section 2.2 Policies

1. Manage infrastructure services, including water supply and distribution, in accordance with the principles set out in Objectives 2.1 (Protect, Conserve and Manage Ecosystem Health) and 2.2 (Manage Regional Infrastructure Services Sustainably).
2. Provide new water system services (public or private) only to areas where:
 - a. For a municipality, the areas to be serviced are shown on RGS Map 3 as either Growth Policy Area or Rural/Rural Residential Policy Area and the area to be serviced is consistent with OCP servicing provisions and an accepted Regional Context Statement identifies the population to be serviced and how growth in water demand will be addressed.
 - b. For the Juan de Fuca Electoral Area, the areas to be serviced are shown on RGS Map 3 as either Growth Policy Area or Rural/Rural Residential Policy Area and the area to be serviced is consistent with OCP servicing provisions and the applicable OCP identifies the population to be serviced and how growth in water demand will be addressed. Where new water system services are provided to the community of Shirley-Jordan River, areas to be serviced may also include lands shown on RGS Map 3 as Renewable Resource Lands Policy Area and designated in the OCP as Coastal Uplands subject to limiting development potential of serviced parcels to a density of *one parcel per four hectares*, as set out in the OCP.
3. Notwithstanding policy 2.2(2), the CRD may extend water service if required to address a pressing public health, public safety or environmental issue relating to *existing* units or to service agriculture. Where water service is extended to service agriculture in Policy 2.2(3), water service may be provided to residential units along the serviced line on lands within the Agricultural Land Reserve as long as an OCP is in place that prevents further subdivision or an increase in permitted residential density.
4. Do not further extend urban sewer services outside the Growth Policy Area Boundary depicted on Map 3.
5. Notwithstanding policies 2.2(2) and 2.2(4), evaluate requests for services from jurisdictions outside of Capital Regional District membership with a view towards supporting mutually beneficial relationships and fostering development consistent with all RGS objectives and policies.

ATTACHMENT 1: LOCAL GOVERNMENT ACT PROVISIONS FOR ACCEPTANCE AND SETTLEMENT OF A REGIONAL GROWTH STRATEGY**Facilitation of agreement during development of regional growth strategy**

- 435** (1) The minister may appoint facilitators for the purposes of this Part, whose responsibilities are
- (a) to monitor and assist local governments in reaching agreement on the acceptance of regional growth strategies during their development by
 - (i) facilitating negotiations between the local governments,
 - (ii) facilitating the resolution of anticipated objections,
 - (iii) assisting local governments in setting up and using non-binding resolution processes, and
 - (iv) facilitating the involvement of the Provincial and federal governments and their agencies, first nations, boards of education, greater boards and improvement district boards, and
 - (b) to assist local governments in entering into implementation agreements under section 451.
- (2) On being notified that a regional growth strategy has been initiated, the minister may designate a person appointed under subsection (1) as the facilitator responsible in relation to the regional growth strategy.
- (3) At any time until the end of the period for acceptance or refusal of the proposed regional growth strategy under section 436 (4) (b), the facilitator is to provide assistance referred to in subsection (1) (a) of this section if requested to do so
- (a) by the proposing board or an affected local government, or
 - (b) by an electoral area director of the proposing board, if the request is supported by at least 2 other directors.
- (4) Once a facilitator becomes involved under subsection (3), the proposing board and affected local governments must provide information as requested by the facilitator and must otherwise cooperate with the facilitator in fulfilling his or her responsibilities.

Acceptance by affected local governments

436 (1) Before it is adopted, a regional growth strategy must be accepted by the affected local governments or, failing acceptance, become binding on the affected local governments under section 440 (6) [*settlement of regional growth strategy in acceptance not otherwise reached*].

(2) Acceptance of a regional growth strategy by an affected local government must be done by resolution of the local government.

(3) For the purposes of this section, before third reading of the bylaw to adopt a regional growth strategy, the board must submit the regional growth strategy to the following:

(a) the council of each municipality all or part of which is covered by the regional growth strategy;

(b) the board of directors of the South Coast British Columbia Transportation Authority if the regional growth strategy is for the Greater Vancouver Regional District;

(c) the board of each regional district that is adjoining an area to which the regional growth strategy is to apply;

(d) the facilitator or, if no facilitator for the regional growth strategy has been designated, the minister.

(4) After receiving a proposed regional growth strategy under subsection (3), each affected local government must

(a) review the regional growth strategy in the context of any official community plans and regional growth strategies for its jurisdiction, both those that are current and those that are in preparation, and in the context of any other matters that affect its jurisdiction, and

(b) subject to an extension by the facilitator under section 438 (3), within 60 days of receipt either

(i) accept the regional growth strategy, or

(ii) respond, by resolution, to the proposing board indicating that the local government refuses to accept the regional growth strategy.

(5) An acceptance under subsection (4) (b) becomes effective

- (a) when all affected local governments have accepted the regional growth strategy, or
 - (b) at the end of the period for acceptance or refusal under that subsection if, at the end of that period, all affected local governments have not accepted the regional growth strategy.
- (6) If an affected local government fails to act under subsection (4) (b) within the period for acceptance or refusal, the local government is deemed to have accepted the regional growth strategy.
- (7) In the resolution under subsection (4) (b) (ii), the affected local government must indicate
- (a) each provision to which it objects,
 - (b) the reasons for its objection, and
 - (c) whether it is willing that a provision to which it objects be included in the regional growth strategy on the basis that the provision will not apply to its jurisdiction, as referred to in section 432 (2).
- (8) An affected local government is deemed to have accepted any provision of the regional growth strategy to which it does not indicate an objection under subsection (7).
- (9) All affected local governments are entitled to participate in any non-binding resolution processes used to resolve an objection or anticipated objection by an affected local government.
- (10) If an area in a regional district is incorporated as a new municipality and the regional district has adopted a regional growth strategy for all or part of the area of the new municipality, the regional growth strategy is binding on that new municipality.

Resolution of anticipated objections

- 438** (1) Before the end of the 60 days referred to in section 436 (4) (b) [*time for acceptance or refusal*], the facilitator may require the proposing board and the affected local governments to identify any issues on which they anticipate that acceptance may not be reached.
- (2) If an issue is identified under subsection (1),

- (a) the facilitator may require the proposing board and the affected local governments to send representatives to a meeting convened by the facilitator for the purpose of clarifying the issues involved and encouraging their resolution, and
- (b) the proposing board and the affected local governments must provide information as requested by the facilitator and must otherwise cooperate with the facilitator in fulfilling his or her responsibilities.

(3) For the purposes of this section, the facilitator may extend the period for acceptance or refusal under section 436 (4) (b) before or after the end of that period.

Resolution of refusal to accept

- 439** (1) The proposing board must notify the minister in writing if an affected local government refuses to accept a proposed regional growth strategy.
- (2) After being notified under subsection (1), the minister must
- (a) require a non-binding resolution process to attempt to reach acceptance on the regional growth strategy, or
 - (b) if satisfied that resolution using a non-binding resolution process under paragraph (a) is unlikely, direct that the regional growth strategy is to be settled under section 440.
- (3) If requiring a non-binding resolution process under subsection (2) (a), the minister
- (a) must, at the time of requiring the non-binding resolution process, specify a time period within which the parties must begin the resolution process, and
 - (b) may, before or after the resolution process has begun, specify a time period within which the parties must conclude the resolution process.
- (4) The choice of non-binding resolution process under subsection (2) (a) is to be determined by agreement between the proposing board and the affected local government or governments that refused to accept the regional growth strategy but, if the minister considers that these parties will not be able to reach agreement, the minister must direct which process is to be used.
- (5) Any affected local government may participate in a non-binding resolution process under this section.
- (6) Unless otherwise agreed by these parties, the fees of any neutral person participating in the non-binding resolution process and the administrative costs of the process, other

than the costs incurred by the parties participating in the process, are to be shared proportionally between the proposing board and the affected local governments that participate in the process on the basis of the converted value of land and improvements in their jurisdictions.

(7) An affected local government is deemed to have accepted the provisions of the regional growth strategy that were not changed as a result of a resolution process under subsection (2) (a).

(8) The following apply if changes to a regional growth strategy are proposed as a result of a resolution process under subsection (2) (a):

(a) the regional growth strategy must be submitted again to the affected local governments for acceptance, subject to paragraph (b) of this subsection, in accordance with section 436;

(b) an affected local government may not indicate an objection to a provision it is deemed to have accepted under section 436 (8) *[no previous objection to provision]* or subsection (7) of this section.

(9) If acceptance is not reached within 60 days after a non-binding resolution process under this section is concluded, the regional growth strategy must be settled in accordance with section 440 unless the proposing board and the affected local governments can reach agreement on the provisions of the regional growth strategy before the settlement process is completed.

Settlement of regional growth strategy if acceptance not otherwise reached

440 (1) If acceptance by affected local governments cannot otherwise be reached under this Part, the regional growth strategy is to be settled by one of the following:

(a) peer panel settlement in accordance with section 441 (1);

(b) final proposal arbitration in accordance with section 441 (2);

(c) full arbitration in accordance with section 441 (3).

(2) If more than one affected local government has refused to accept a regional growth strategy, whether the refusals are in relation to the same or different issues, the regional growth strategy is to be settled for all affected local governments in the same settlement proceedings.

(3) The choice of process for settlement is to be determined by agreement between the proposing board and the affected local government or governments that refused to accept the regional growth strategy but, if the minister considers that these parties will not be able to reach agreement, the minister must direct which process is to be used.

(4) Any affected local government may participate in a settlement process under section 441.

(5) During the 60 days after the provisions of a regional growth strategy are settled under section 441, the proposing board and the affected local governments may agree on the acceptance of a regional growth strategy that differs from the one settled.

(6) At the end of the period under subsection (5), unless agreement is reached as referred to in that subsection, the provisions of a regional growth strategy as settled under section 441 become binding on the proposing board and all affected local governments, whether or not they participated in the settlement process.

Options for settlement process

441 (1) As one option, the provisions of a regional growth strategy may be settled by a peer panel as follows:

(a) the panel is to be composed of 3 persons selected from the applicable list prepared under section 442 (1);

(b) the selection of the panel is to be done by agreement between the proposing board and the affected local government or governments that refused to accept the regional growth strategy or, if the minister considers that these parties will not be able to reach agreement, by the minister;

(c) subject to the regulations, the panel may conduct the proceedings in the manner it determines;

(d) the panel must settle the disputed issues of the regional growth strategy and may make any changes to the provisions of the regional growth strategy that it considers necessary to resolve those issues;

(e) the panel must give written reasons for its decision if this is requested by the proposing board or an affected local government before the panel retires to make its decision.

(2) As a second option, the provisions of a regional growth strategy may be settled by final proposal arbitration by a single arbitrator as follows:

(a) the arbitrator is to be selected from the applicable list prepared under section 442 (1);

(b) the selection of the arbitrator is to be done by agreement between the proposing board and the affected local government or governments that refused to accept the regional growth strategy or, if the minister considers that these parties will not be able to reach agreement, by the minister;

(c) subject to the regulations, the arbitrator must conduct the proceedings on the basis of a review of written documents and written submissions only, and must determine each disputed issue by selecting one of the final written proposals for resolving that issue submitted by one of the participating parties;

(d) the provisions of the regional growth strategy will be as settled by the arbitrator after incorporation of the final proposals selected by the arbitrator under paragraph (c);

(e) no written reasons are to be provided by the arbitrator.

(3) As a third option, the provisions of a regional growth strategy may be settled by full arbitration by a single arbitrator as follows:

(a) the arbitrator is to be selected from the applicable list prepared under section 442 (1);

(b) the selection of the arbitrator is to be done by agreement between the proposing board and the affected local government or governments that refused to accept the regional growth strategy or, if the minister considers that these parties will not be able to reach agreement, by the minister;

(c) subject to the regulations, the arbitrator may conduct the proceedings in the manner he or she determines;

(d) the provisions of the regional growth strategy will be as settled by the arbitrator, who is not restricted in his or her decision to submissions made by the parties on the disputed issues;

(e) the arbitrator must give written reasons for the decision.

General provisions regarding settlement process

442 (1) Lists of persons who may act on a panel under section 441 (1), as an arbitrator under section 441 (2) or as an arbitrator under section 441 (3) are to be prepared by the

minister in consultation with representatives of the Union of British Columbia Municipalities.

(2) Persons who may be included on a list for a panel under section 441 (1) are persons who are or have been elected officials of a local government or who, in the opinion of the minister, have appropriate experience in relation to local government matters.

(3) In the case of a specific regional growth strategy, a person may not be appointed to a panel or as an arbitrator if the person is, or was at any time since the regional growth strategy was initiated, an elected official of the proposing board or of an affected local government for the regional growth strategy.

(4) Subject to a direction by the panel or arbitrator or to an agreement between the parties, the fees and reasonable and necessary expenses of the members of a peer panel or arbitrator and the administrative costs of the process, other than the costs incurred by the parties participating in the process, are to be shared proportionally between the proposing board and the affected local governments that participate in the process on the basis of the converted value of land and improvements in their jurisdictions.

(5) The directors of the electoral areas to which the regional growth strategy is proposed to apply and the Provincial government may make representations in the settlement process, subject to any conditions set by the panel or arbitrator.

(6) The time limit for bringing any judicial review of a decision of a panel or arbitrator under section 441 is the end of the period for agreement under section 440 (5) *[60 days after provisions settled by panel or arbitrator]*.

(7) The minister may make regulations regarding settlement processes under section 441, which may be different for different settlement processes, including regulations

- (a) respecting matters that a panel or arbitrator may or must consider,
- (b) respecting the authority of a panel or arbitrator to settle a regional growth strategy, and
- (c) respecting the authority of a panel or arbitrator to require the cooperation of local governments in relation to the settlement processes.