

# City of Campbell River



## Sustainable Official Community Plan

Policies: Parts I-IV

Schedule "A" to Bylaw No. 3475, 2012

The City of Campbell River thanks all of the community members and stakeholders who participated in the Sustainable Official Community Plan process. Your contributions form the basis of this document.

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# Acknowledgements

An estimated 1500 stakeholders, partners, and citizens provided input at outreach events, participated in surveys or attended Community Forums that informed the development of this plan. From these participants, the City recorded over 2,000 'inputs' into the process. A citizen steering committee was struck to ensure the public engagement program had integrity. Steering Committee members were invited to four meetings to comment on proposed public and stakeholder engagement activities at each phase of the planning process. Their input contributed to the most successful planning process in Campbell River's history.

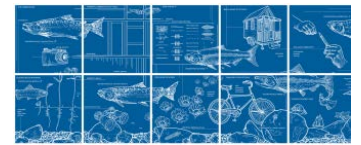
City staff developed the scope of the planning process with City Council and managed the planning process, as well as five other major concurrent planning initiatives, to ensure the project and outcomes met the community's expectations. Staff members from the Land Use Services and Sustainability Departments led the project and received input from an internal team of staff that included representatives from all City departments. City staff attended public events and participated in numerous outreach efforts to ensure the public had opportunities for input. Finally, staff ensured that Council and Commissions were kept informed of process activities and were invited to events.

The planning process was executed by a team of consultants led by HB Lanarc Consultants Ltd. HB Lanarc - Golder was supported by GP Rollo & Associates, Lions Gate Consulting and Beringia Planning throughout the project.

The preparation of this sustainable community plan was carried out with funding assistance from the Green Municipal Fund, a Fund financed by the Government of Canada and administered by the Federation of Canadian Municipalities, the Strathcona Regional District, the Union of British Columbia Municipalities<sup>1</sup>, BC Hydro<sup>2</sup>, and the Real Estate Foundation of British Columbia.

Notwithstanding this support, the views expressed are the personal views of the authors, and the Federation of Canadian Municipalities, the Government of Canada, the Strathcona Regional District, the Union of British Columbia Municipalities, BC Hydro and the Real Estate Foundation of British Columbia accept no responsibility for them.

Some photographs in this plan were taken by City staff or members of the consulting team. Most photographs were provided by the Vancouver Island North Film Commission (INFilm). Cover pages for this plan, including the 'tile' images throughout this plan, was a commissioned art piece by the Campbell River Arts Council with funding provided by the City of Campbell River – Parks, Recreation & Culture Department.



The artwork depicted in the SOCP document – Blueprint - is the result of a collaboration between artists Ja Witcombe (B.F.A. Emily Carr 2007) and Ken Blackburn (M.F.A. University of Windsor 1990). It serves as a visual reminder that all human activity is ultimately related to rivers, a message significant to Campbell River. This awareness hopefully begins an understanding of the profound inter-connectivity between the social, cultural and economic sectors of a community. The key to creating a 'sustainable future' lies within our respect for these connections. Each Chapter title page in this document, when assembled, forms the full Blueprint image that is seen on the front and rear covers.

<sup>1</sup> Support by the Union of British Columbia Municipalities was provided to complete the Planning & Governance Strategy (See Chapter 2). The Planning & Governance Strategy included consultation with local First Nation communities which was considered input into this plan.

<sup>2</sup> Support by BC Hydro was provided to complete the Community Energy & Emissions Plan (CEEP)(See Chapter 2). The CEEP included consultation with local stakeholders and facilitated technical analysis which informed key aspects of this plan.

The background information related to the Wei Wai Kum, We Wai Kai and Homalco Nations was kindly provided by the Museum at Campbell River.



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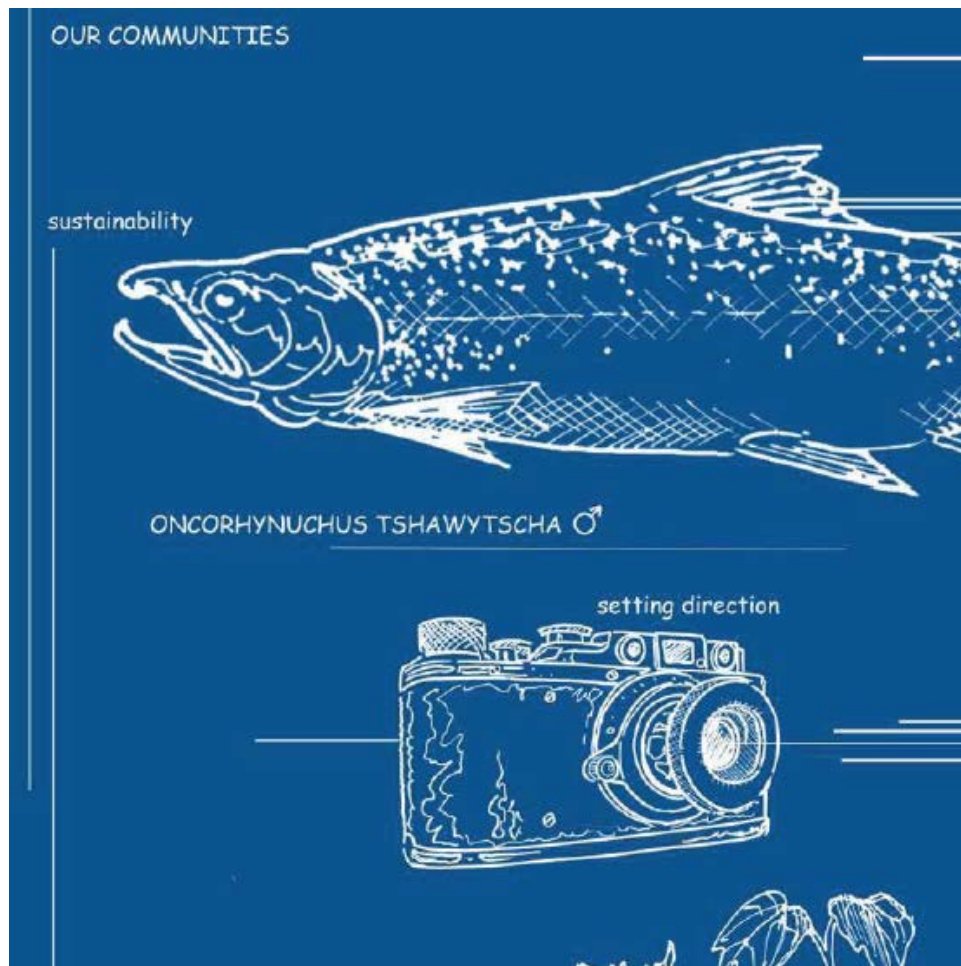
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# 1 Why a Sustainable Official Community Plan?

*The Sustainable Official Community Plan (OCP) affects every citizen in the community - it sets direction in areas such as preservation of the environment, economic development, land use planning, growth management, housing, infrastructure, transportation, energy and emissions management, open space planning, key social and cultural aspects of our community, community facilities and services, and the food system.*





This Sustainable Official Community Plan (OCP) is the first major review of community-wide policies in Campbell River since 2005. While many aspects of the 2005 OCP are still relevant, this plan incorporates a more up to date vision for the future of the community that addresses and incorporates many issues that have and are expected to affect Campbell River. This plan also is unique as it offers a 50-year vision of the community to ensure Campbell River remains vital and moves toward sustainability.

## Why are we Planning? Campbell River Today

Similar to many communities in British Columbia, Campbell River is a community in transition and is facing many opportunities that can enhance our high quality of life. It is also a community with a breathtaking setting that has few parallels. Below is a summary of major issues that catalyzed the review of the OCP and contextual factors that influenced policy development.



### Redefinition of the Resource Sector

The Campbell River area<sup>3</sup> long has had a dependence on resource-based jobs, with 36% of local jobs in associated sectors in 2006. This is high relative to Vancouver Island as a whole (23%) and the Lower Mainland/Southwest (21%)<sup>4</sup>. Although the resource sector has experienced economic challenges in recent years, Campbell River is poised to capitalize on new and emerging opportunities in the forest sector and mining.

### Emerging Job Generators & Workforce Skill Development

Campbell River is positioned to capitalize on a number of economic opportunities from a range of sectors and initiatives such as<sup>5</sup>: fin and shell fish farming and processing; emergence of the agriculture industry; sectoral growth in the forest industry; recreational fishing; airport expansion for aeronautical development; green energy projects; growing eco-tourism and creative cultural industries; community infrastructure improvements; regional retail development; retirement and amenity in-migration; and the development of new medical and assisted living facilities. Noteworthy construction projects, including a potential BC Hydro project, and a new hospital, are all progressing. Campbell River is transitioning to a broadened economic base. Recognizing that a transitioning economy will bring new workforce demands, business leaders, the City and other partners continue to develop programs and services to support workforce skills development. Outcomes of the *Workforce*



<sup>3</sup> Area includes Campbell River, Quadra Island, Cortes Island, Esperanza, Bloedel, Muchalat, Little Espinoza

<sup>4</sup> 2006 Census, Statistics Canada

<sup>5</sup> Inventory taken from the *Workforce Development within a Rural transitioning Economy*, Human Capital Strategies & Associates, 2011, p. 4-5.



*Development within a Rural Transitioning Economy* project will play a critical role in supporting economic well-being in Campbell River.

### Climate Action & Energy Planning

The Province of British Columbia's *Bill 27* (2008) is a major commitment to climate action and the development of a green economy. The *Bill* requires "...targets for the reduction of GHGs... and policies and actions... [for] achieving those targets" in Official Community Plans. In 2008, many local governments, including Campbell River, signed the *Climate Action Charter* as a voluntary commitment to measure and report community Green House Gas (GHG) emissions, create complete, compact, energy efficient rural and urban communities and to work towards carbon neutrality in municipal operations. To develop policies and actions to support *Bill 27* requirements, the City completed a *Community Energy & Emissions Plan* concurrently with the SOCP.



### Sea Level Rise Adaptation

On the British Columbia coast, sea level rise is escalating the risks of coastal flooding, erosion and associated impacts. Through British Columbia's *Climate Change Adaptation Strategy*, the Province contracted a series of reports in 2010 and 2011 that jointly comprise the *Draft Sea Level Rise Adaptation Guidelines*. One of the primary objectives of the guidelines is to establish technical and policy frameworks to reduce the flood related impacts of sea level rise on people, property, and infrastructure. Current projections estimate sea level rise in the Vancouver Island region at 1.0 m by the year 2100.

### Solid Waste Management

The Strathcona and Comox Valley Regional Districts, in collaboration with the City, developed a *Solid Waste Management Plan*. Policies and development guidelines articulated in this plan aim to support the reduction of waste generation as well as the responsible management of waste locally and regionally.



## Campbell River Tomorrow: Projected Population & Demographic Changes



### Historical Growth

In 2012, Campbell River will celebrate its 65th year as a municipality. Since its incorporation, the City has experienced cyclical periods of growth. The 2010 population of Campbell River was estimated to be approximately 31,000 persons. The City's growth rate prior to 1996 was on average 1.6% annually. However, the annexation of existing adjacent "urban" areas in the following census period distorted growth rates slightly and as a result, show a drop in population from 1996 to 2001 of -1.4% annually. Following this period, from 2001 to 2006, Campbell River grew by 4.6% or 0.9% annually, which was slightly below the B.C. provincial rate of 5.3% or 1% annually. Since this period, the city experienced a population increase of 1.4% per year on average.

## Population Growth Projections

Longer term and for the purposes of this plan, future population growth is projected at a moderate annual rate of 1.0%. Population growth is expected mainly to be influenced by new economic development opportunities and an expected influx of new retiree residents. With respect to age distribution, the average Campbell River resident was 42 years in 2006, slightly above the provincial age of 41. Even though the City has proportionately more children and fewer seniors than the province, it has a high percentage of adults in the 45-64 age cohort. The community's composition will continue to change in line with recent trends that show growth is being sustained by an expansion of the retirement age population, while the under 25 age group will remain relatively stable.

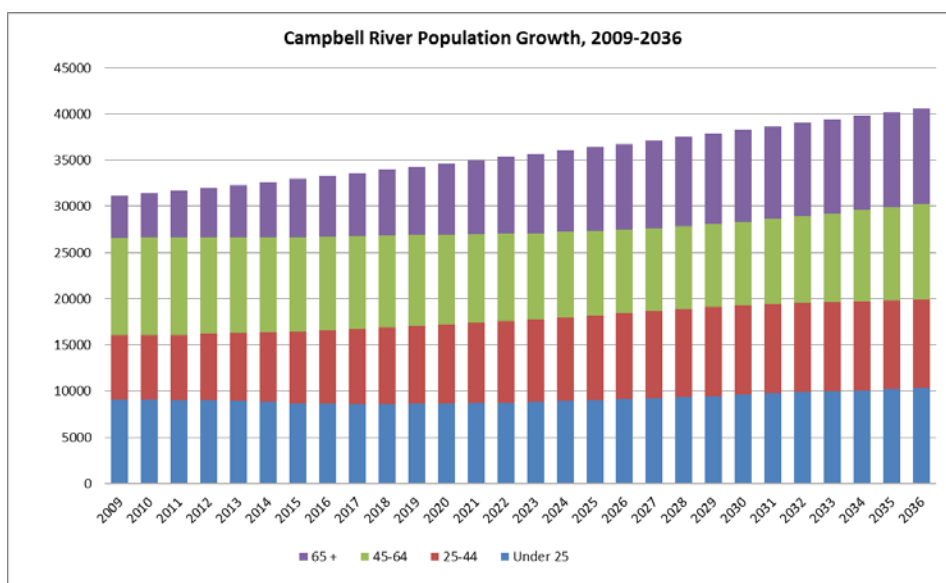


Figure 1 Source: BC STATS – Local Health Area Stats, adjusted for City of Campbell River using 1% growth rate by G.P. Rollo Associates.

Population growth drives demand for residential development, commercial activity and has linkages to workforce supply for industry. Chapter 4 provides more information regarding residential, commercial and industrial demand for the next 25 years.

Population growth also drives the provision of community services and amenities. When planning for the future, it is critical to consider how and where population growth is distributed across the community. Strategic planning positions a community to leverage positive change in many areas such as: economic growth and diversification; balanced municipal fiscal performance; manageable infrastructure costs; viable local businesses; sustainability and community resilience; and, collaborative planning, governance and management with community partners.

## Official Community Plan - Overview

### What is Sustainability?

Sustainability is about enjoying a high quality of life while maintaining or restoring the health of our environment and communities. Human beings rely on the healthy functioning of the local and global ecosystems to support our societies and economies. Long term social and economic well-being requires us to live in a just, equitable manner that ensures the future of all living species and their places.

As outlined in the Province's *Local Government Act*, an official community plan is a statement of objectives and policies to guide decisions on planning and land use management, within the area covered by the plan. Further, it specifies that an official community plan must include statements and map designations for the area covered by the plan respecting the following:

- a) the approximate location, amount, type and density of residential development required to meet anticipated housing needs over a period of at least 5 years;
- b) the approximate location, amount and type of present and proposed commercial, industrial, institutional, agricultural, recreational and public utility land uses;
- c) the approximate location and area of sand and gravel deposits that are suitable for future sand and gravel extraction;
- d) restrictions on the use of land that is subject to hazardous conditions or that is environmentally sensitive to development;
- e) the approximate location and phasing of any major road, sewer and water systems;
- f) the approximate location and type of present and proposed public facilities, including schools, parks and waste treatment and disposal sites.

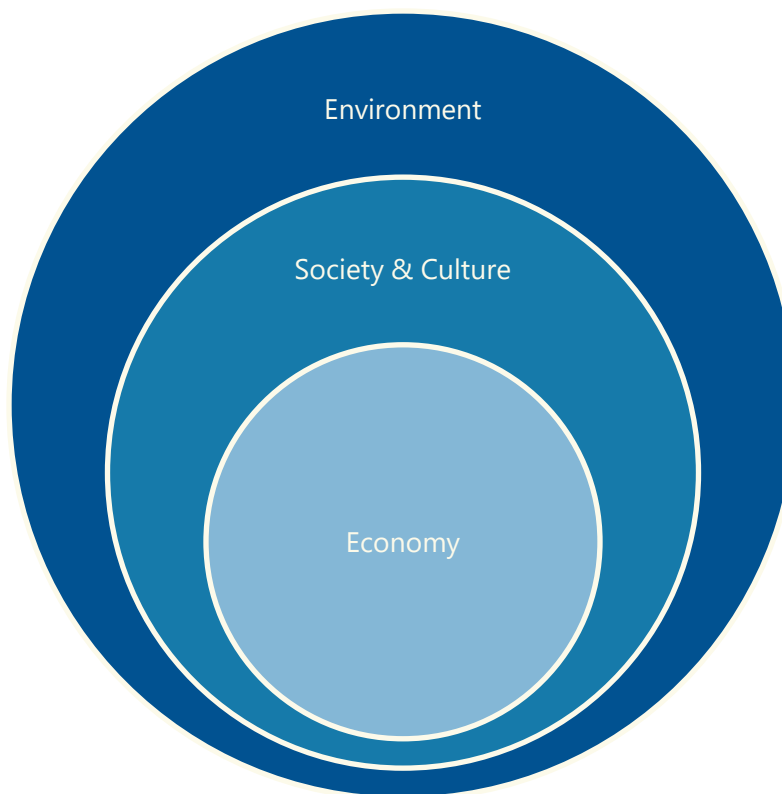
In addition, the Plan must contain housing policies respecting affordable housing, rental housing and special needs housing, and targets, policies and actions for the reduction of greenhouse gas emissions.

While all bylaws enacted or works undertaken by a Council after the adoption of an OCP must be consistent with the Plan, the Plan is intended to be fluid to respond to changing community circumstances and does not commit Council to implementing the policies of the plan.



## What is a “Sustainable” Official Community Plan?

A Sustainable Official Community Plan (SOCP) addresses the scope of an OCP but integrates the three pillars of sustainability – economy, society and culture, environment. As such, this plan considers these aspects of the community and ensures they are addressed in a comprehensive and integrated way. “Sustainable” Official Community Plans also take a long term perspective. For the purposes of this plan, community visioning and technical analysis looked forward 25-50 years. Looking long term enables the community to organize responses to global, regional, and local forces of change such as climate change, local and global economic instability, concerns about resource availability, and population and demographic change. Recognizing that the economy and human society are dependent on healthy, functioning ecosystems, sustainability planning guides communities successfully in times of change and uncertainty.



Nested Sustainability Model: The economy and human society are dependent on a healthy, functioning environment. Sustainability planning recognizes and embraces these relationships.

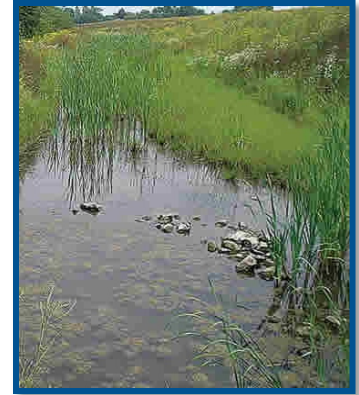
## Planning Area

The City of Campbell River is located on the 50th parallel on the east coast of Vancouver Island, midway between Victoria (266 km to the south) and Cape Scott to the north. The City boundaries encompass an area of approximately 13,742 hectares with 22.5 km of waterfront facing Discovery Passage. See Map 1: Overview.

Campbell River is comprised of a number of neighbourhoods each with their own combination of characteristics that together provide an overall sense of “place” and identity. It is acknowledged that not all people define “neighbourhoods” the same way. However, as a point of reference, a general description of each neighbourhood is provided below.



**North Campbell River** is an area bound by the Campbell River on the south, the estuary and Discovery Passage on the north and east, and the City boundary on the west. The majority of this area was annexed into the City in the early to mid 1990's. The Island Highway forms the northern gateway to the City and bisects the area from north to south. Historically, the area has been home to a number of saw mills, log sort areas and relatively low cost housing. Today the area is transitioning with a number of new service commercial uses and automobile dealerships fronting the highway, major rehabilitation of one of the mill sites by the Nature Conservancy of Canada, and the potential for further revitalization of a large brownfield site adjacent to the Campbell River estuary. Residential areas in north Campbell River are predominantly found in the Holly Hills and Painter Barclay subdivisions. North Campbell River is also home to the City's industrial park, the former Catalyst Mill site and a light industrial pocket between Meredith and Perkins Roads. Hudson's Farm is a significant tract of ALR land that divides the area north and south. The remaining outlying areas are predominantly ALR lands.



**Campbellton** is an area bound by the Campbell River on the north, the Wei Wai Kum Nation (I.R. 11) on the east, Willow Street on the west and the ridge running parallel with Pease Road on the south. Campbellton is one of the oldest areas of Campbell River and accordingly, has important historical significance. The commercial core, fronting on the Island Highway, and the residential properties adjacent the Campbell River were part of the City when it was incorporated as a Village in 1947. Today, Campbellton remains an entrance to Campbell River from the north and west. The area is characterized by older single family homes in the core surrounded by a mix of service commercial and light industrial uses. More recently, large format retail has emerged on lands owned by the Wei Wai Kum Nation on the eastern boundary of Campbellton.



**Quinsam Heights** is an area generally bound by Campbellton on the north, the ERT road and McPhedran Road on the east, Beaver Lodge Lands on the south and the Inland Island Highway on the west. The area was incorporated into the City of Campbell River in June 1991 and sanitary sewer service was implemented in 1997. The Quinsam neighbourhood contains a mix of larger semi-rural lots with hobby farms and small scale urban agriculture as well as areas with single family development, including a number of recent subdivisions. The community's vision for the area is to retain the unique semi-rural character by preserving areas with larger rural lots and green spaces while sensitively integrating new residential development to provide more housing options.



**Downtown Campbell River** is generally bound by Discovery Passage on the east, the Wei Wai Kum Nation (I.R. 11) on the north, 9<sup>th</sup> Avenue to the south and Dogwood Street on the west. Similar to Campbellton, the Downtown area has been part of the City since it was incorporated as a Village in 1947 and today it remains the commercial, civic and cultural core of the City. It provides a full range of commercial uses and is home to the Community Centre, Library, Art Gallery, and Tidemark Theater. Residential development has been limited however, higher density residential development overlooks the Downtown from 9<sup>th</sup> Avenue and Cedar Street. Much of the Downtown building stock is older (circa 1950-1970) and many sites have significant potential for development/redevelopment with commanding views of Discovery Passage and Quadra Island.

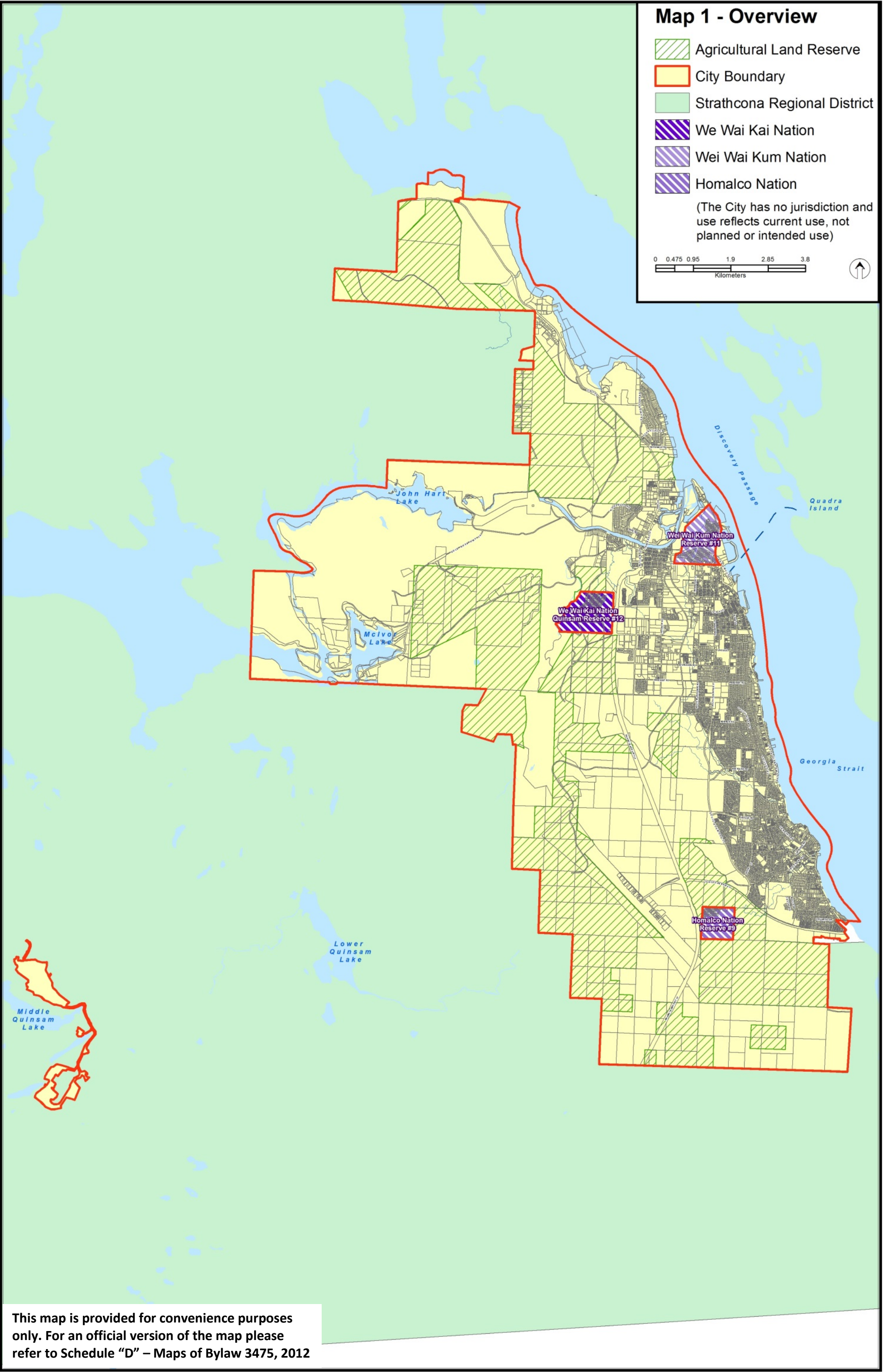
**Willow Point** is the southernmost residential area of the City and is bound by Rockland Road on the north, Discovery Passage on the east, the Jubilee Parkway on the south and the urban containment boundary and Beaver Lodge Lands on the west. Willow Point joined the City of Campbell River through various annexations dating back to the mid 1960's. The heart of Willow Point is commercial centre along the South Island Highway between Hilchey Road and Erickson Road. This area has seen a great deal of revitalization over the last five years including significant City investment in infrastructure. The majority of new residential development in Campbell River has occurred in Willow Point over the last decade, primarily in the form of single family dwellings. This trend is expected to continue over the next decade as the area builds out.

**Central Campbell River** is the area bound by the downtown on the north, Discovery Passage on the east, Rockland Road on the south and McPhedran Road on the west. This area is characterized by a mix of land uses including commercial, single family residential, and multi-family residential. Two neighbourhood commercial centers are found at Dogwood Street and Second Avenue and at Dogwood Street and Merecroft Road. The majority of multi-family residential buildings in Campbell River are found in this area with the greatest concentration in the northern portion close to the downtown. While Willow Point is generally characterized by newer single family residential development, Central Campbell River's housing stock was largely constructed from the 1950's to 1980's. The waterfront portion of the area along the Island Highway/South Island Highway is home to the majority of Campbell River's condominium development and this corridor offers significant potential for new multi-family residential development with its unobstructed views over Discovery Passage.



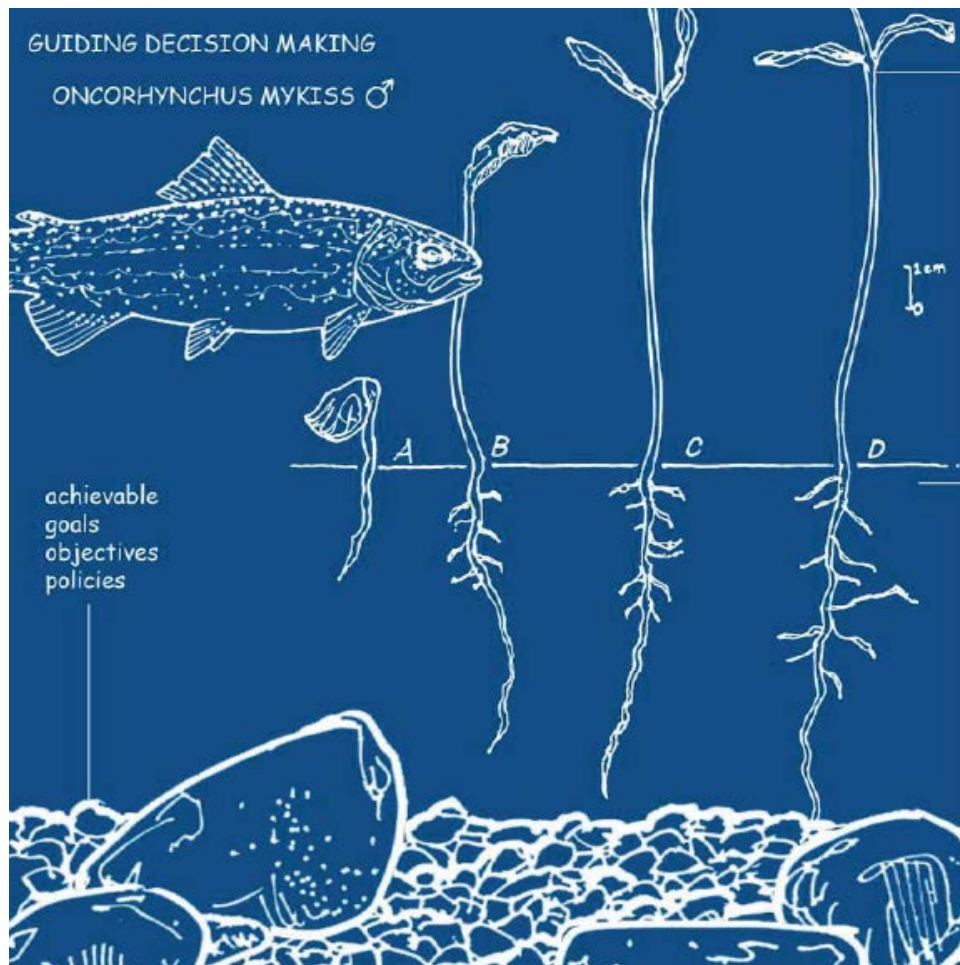
Source: PictureBC, Josh McCulloch





## 2 Developing Our Sustainable Official Community Plan

*Developing a community vision and plan requires a blend of art and science. This SOCP is enriched by the aspirations and concerns for the future of the community as expressed by citizens, stakeholders and partners who participated in Campbell River's most extensive community engagement to date. Detailed technical analysis in a number of areas also informed their dialogue and provided context for the policies in this plan.*







*Community Sustainability Forum (Sept. 2010): Attendees model the future of downtown using scaled blocks.*



*Community Sustainability Forum (Sept. 2010): Discussing the "Current Now, the Future Wow and How" about housing.*



*Storytelling Forum (Dec. 2010): Children participate in traditional drumming and learn about local First Nation culture.*

## Highly Participatory Process

There are two components in any Official Community Planning exercise: *a plan* and *a fertile community where the plan can take root* so that it can remain a living document – a document that guides decisions, is referenced by the community and held up, with confidence, as a plan that represents the community's vision.

To develop a 50-year vision and to define the goals, objectives, policies contained in this SOCP, over 1,500 voices were collected from diverse event attendees and survey respondents. This plan is the outcome of one of Campbell River's most extensive community planning exercise to date. The planning process was overseen by a diverse voluntary citizen steering committee and City staff from a range of departments. The primary task of the committee was to ensure the integrity of the engagement program while staff managed the technical and logistical aspects of the process. The team's hard work meant that the SOCP benefited from the input from passionate residents, community stakeholders, City staff, City Council and Committee members, cultural and social agencies, and other governments. Over 200 youth provided input into the plan development. Community participation was consistently and proactively sought throughout the process. The planning process also included consultation efforts with the local First Nation communities of the We Wai Kai, Wei Wai Kum, and Homalco. Finally, at each phase, background research and technical analysis, for the SOCP or as part of parallel planning initiatives, was provided as information to inform consultation efforts.

**The following four-phase planning process summarizes the SOCP and concurrent planning processes carried out in 2010/2011.**



*Storytelling Forum (Dec. 2010): Local Artist Jill Bunting is a Graphic Facilitator capturing the essence of the stories told by youth, elders and other members of the Wei Wai Kum Nation (Campbell River Indian Band, We Wai Kai Nation (Cape Mudge Indian Band) and broader Campbell River community.*

# Sustainable Campbell River Planning Process: Consultation + Engagement

## Phase One

Getting Started &  
Understanding the Context  
May - July 2010

## Phase Two

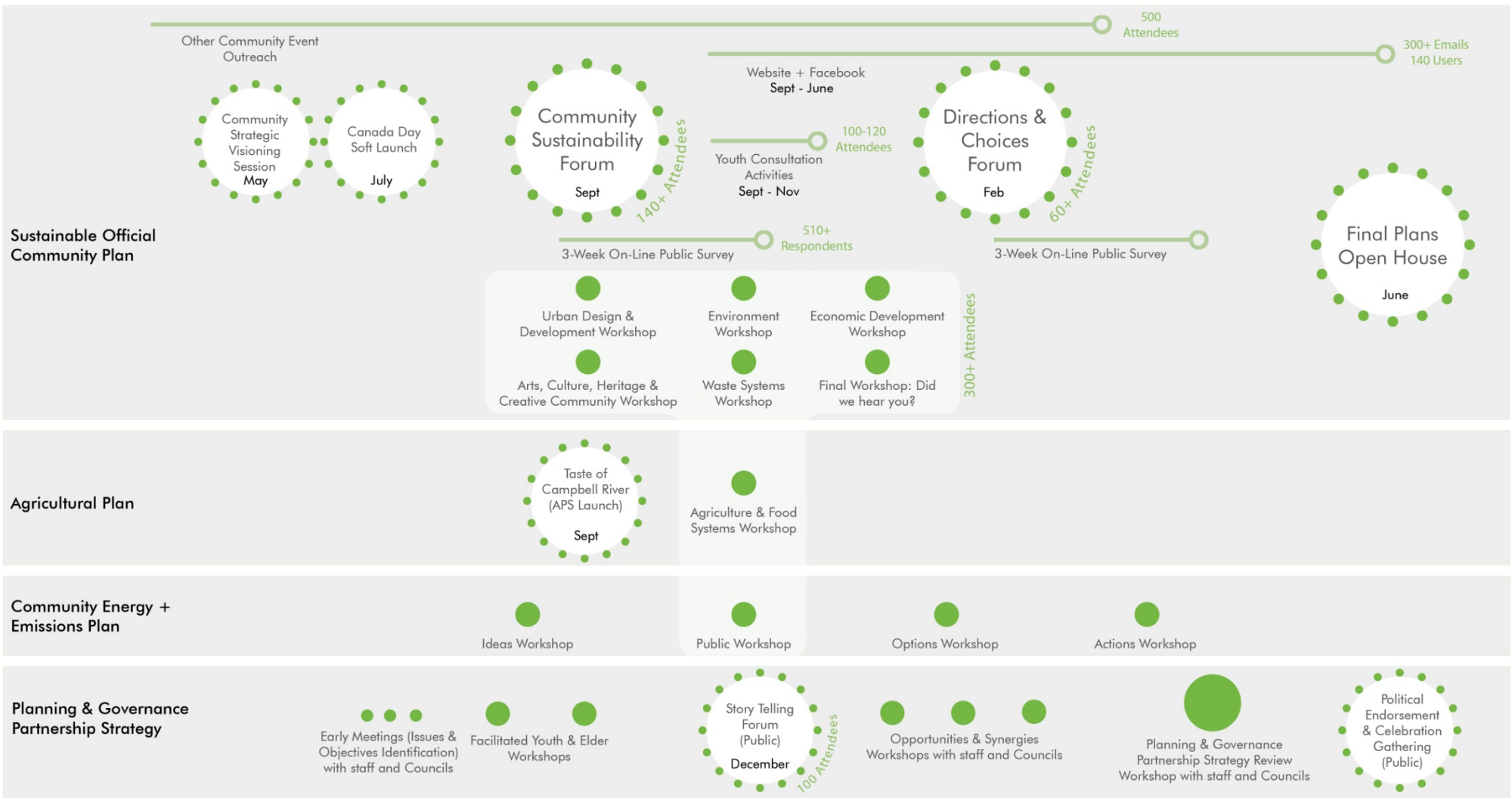
Looking Forward  
& Exploring Options  
August - October 2010

## Phase Three

Vision & Strategic  
Directions  
November 2010 - February 2011

## Phase Four

Draft & Final  
Plans  
March to June 2011



## Concurrent & Integrated Planning Processes

Relevant outcomes from the following parallel planning efforts guided or were integrated into the SOCP. Each plan was generated by community and stakeholder input, with some processes being led by Council advisory committees.

### **Integrated Community Sustainability Plan (ICSP)**

To ensure all concurrent plans developed in 2010/2011 and future plans were guided by the same sustainability vision, the Integrated Community Sustainability Plan was developed to articulate critical sustainability priorities as well as an implementation strategy and framework.



### **Governance and Planning Partnership Strategy**

The City has collaborated with the Wei Wai Kum (Campbell River Indian Band), the We Wai Kai (Cape Mudge Indian Band), and the Homalco First Nation on a “Governance and Planning Partnership Strategy” to define opportunities and approaches to plan collaboratively, and implement joint decision making processes on matters relating to land use, economic development and infrastructure, and more.

### **Agriculture Plan (AP)**

An Agriculture Plan was developed to strengthen and grow agriculture in the community. The City worked with stakeholders to develop a strategy to diversify the local economy, support local farmers and processors, and enhance the sustainability of the local food system.

### **Community Energy & Emissions Plan (CEEP)**

A Community Energy & Emissions Plan was developed to generate policies and actions to reduce greenhouse gas emissions, more sustainably manage energy, and explore renewable energy opportunities in Campbell River.

### **Master Transportation Plan (MTP)**

The Master Transportation Plan will direct Campbell River’s transportation strategies and investments to 2035 and beyond. The Plan contains policies and actions for all modes of transportation to develop a more sustainable transportation system in Campbell River.

### **Other Recent Plans & Initiatives that Informed the SOCP**

The SOCP process also benefited from recent planning initiatives that also included public engagement activities. These include, the Marine Foreshore Habitat Assessment and Restoration Plan, Social Development Strategy, Affordable Housing Strategy, Downtown Plan, and several others were all used as inputs in to the process.

## The City of Campbell River & its Local Partners

Five governments have an influence on planning, development and services for residents in and around Campbell River. The City of Campbell River, the Wei Wai Kum Nation (Campbell River Indian Band), the Homalco First Nation and the We Wai Kai Nation (Cape Mudge Indian Band) all operate their own governments with great success. Finally, the Strathcona Regional District (SRD) regulates and manages unincorporated (rural) areas adjacent to the City. An overview of each government is provided below (except for the SRD).



### The City of Campbell River

Incorporated in 1947, the City of Campbell River has a land base of 143.48 km<sup>2</sup> and a population of approximately 31,000 (2010). Campbell River is a municipal government is granted powers by the Province of British Columbia under the *Local Government Act* and the *Community Charter*. The largest source of revenue for the City is property taxation (which includes residential, commercial, and industrial land taxes); this helps pay for infrastructure such as roads, sewer and storm water systems as well as basic services such as waste collection and library services. Other funds are provided by the provincial and federal governments through special programs.

The elected mayor and six councillors make up the City's council who operate on a three-year election cycle. City's council mandate is to establish policy and set strategic direction for the community. The City's Strategic Plan, Financial Plan, Council Policies and bylaws are key tools that articulate the direction by Council. Implementation of Council Policy is delegated to the City Manager, who is responsible for the actions of all City staff. The City has several departments, including Land Use Services, Sustainability, and Parks, Recreation and Culture, Utilities, Transportation, and others. Planning decisions are made by Council under the guidance of staff and public input. The Local Government Act sets out specific requirements for the engagement of community residents affected by planning and land use decisions. These requirements ensure that the public is given a fair opportunity to provide feedback on planning decisions.

### Local First Nations

The Wei Wai Kum and We Wai Kai are part of a tribal alliance of related groups known collectively as the Laich-wil-tach. The traditional language of the Laich-wil-tach is Liqwala, a dialect of Kwakwaka'wakw which is spoken by the Kwakwaka'wakw nations to the north. In the early 19th century the Laich-wil-tach were feared as one of the most powerful and warlike groups on the coast, their sphere of influence extending 500 km. to the south, to the head of Puget Sound.

The traditional territories of the Laich-wil-tach include the mainland inlets of Topaze Harbour, Loughborough Inlet, Phillips Arm and Frederick Arm. On Vancouver Island the officially recognized Laich-wil-tach territories encompassed the area from Salmon River to Campbell River, but evidence suggests that by the mid 1800's they had also acquired territorial footholds in Comox and Qualicum.



### **Wei Wai Kum (Campbell River Indian Band)**

Though Campbell River is today the most important Wei Wai Kum community, in earlier times they also had settlements at Topaze Harbour located on the mainland across from Hardwick Island; in Kanish Bay and Waiatt Bay on Quadra Island; at Whiterock Passage on Maurelle Island and several communities in Loughborough Inlet and Phillips Arm which they shared with another group, the Komeenox, who no longer exist as a separate entity. In the 1890's the residents of these other communities moved to join a third group, the Awahoo, who had long resided at Campbell River (Tlamatook) under the leadership of Captain John Quocksister. Captain John was born in Campbell River around 1830. He is believed to have been of Comox and Laich-wil-tach descent.

Until the 1920's, most of the Wei Wai Kum community was situated at the far end of the Tyee Spit which was then included in IR #11. In 1922 the International Timber Company successfully negotiated the sale of land at the end of the Spit with Indian Affairs, ostensibly to allow them to construct a lumber mill. The conditions of the sale required that they relocate further down the Spit where the community is centered today.

The Wei Wai Kum has a Reserve land base of 174.4 hectares located over four main Reserves and a population of approximately 688 individuals. Its most populated Reserve (Campbell River #11 @ 111.5 hectares) is at the mouth of the Campbell River on Discovery Passage. Wei Wai Kum's authority for governance, decision-making and by-law creation is defined under the *Indian Act*. However in 2003, property taxation and property assessment bylaws were passed, enacting tax jurisdiction over its Reserve lands. Recently, Wei Wai Kum entered into "The Framework Agreement on First Nation Land Management", a process to complete its *Land Code* beginning in 2008 to exercise their own jurisdiction, control and decision-making over lands and resources.

The Nation operates under its own Election Code. This establishes an election cycle where Councillors serve in staggered terms of two or four years. It also prescribes that fifty percent (50%) of those elected with the highest number of votes serve a term of 4 years. The remaining Councillors serve a term of 2 years. The current composition is one Chief and six Councillors.

### **We Wai Kai (Cape Mudge Indian Band)**

Oral histories trace the origins of both the We Wai Kai and the Wei Wai Kum back to Topaze Harbour on the mainland. Sometime in the 1700's groups began to expand outward from this location. The exact timing is uncertain but by 1850, and probably somewhat earlier, the We Wai Kai were well entrenched at their current settlement on Quadra Island.

When reserves were established in the 1880's, IR 12 on the Quinsam River was laid out around an area of open fern prairie. Such landscapes are not common in coastal rainforests. Most are 'anthropogenic' in origin, created and maintained through deliberate burning by indigenous peoples in order to enhance the productivity of useful resources. The Quinsam prairie is known to have supported a large deer population. These animals were once so plentiful in the area that they were described as looking like flocks of grazing sheep. Not surprisingly it was a highly valued hunting ground used by several local families. The berries and other plant resources that grew there were also important to the local economy, as were the fish that were trapped in the Quinsam River. Before the reserve was leased as a tree farm people planted fruit trees and potatoes here. The first "modern" homes were built in the 1950's.

The We Wai Kai Nation has a land base of 685.12 hectares spread over five designated reserve lands and a population of approximately 1000 both on- and off-reserve. Four of the designated reserve lands are

located on Quadra Island, and the fifth is located within the city boundaries of Campbell River - the Quinsam Reserve IR12 with a land base of approximately 121 hectares. The authority for governance, decision-making and creating laws is defined under the Indian Act; however, the Nation has taken steps to remove themselves from the legislation and have adopted a Land Code, Election Code and a Citizenship Code. The Nation functions under a four year election cycle with a current composition of one Chief Councillor and eight Councillors.

### **Homalco/ Xwemalhkwu**

The Homalco or Xwemalhkwu traditional territory is largely on the mainland and encompasses all of Bute Inlet. In former times Homalco settlements included the villages of Xwémalhkwu 'swift water' on the Homathko River, Míimáya on the Southgate River, Pí7pknech in Orford Bay, and Muushkin on the southeast shore of Sonora Island, at the entrance to Bute Inlet. This latter village was destroyed by one of the infamous 'Bute Inlet winds' around 1900.

Following this disaster the Xwemalhkwu people relocated to Aup or Church House on Calm Channel at the entrance to Bute Inlet where they resided until the 1970's. At that time, INAC policies combined with a faltering fishing economy and a general lack of services led to the dispersal of community members to larger centers. Efforts to re-establish the community occurred in the 1980's with ground breaking for the new community proudly occurring in 1992.

The Homalco speak a traditional language unrelated to that of their Laich-wil-tach neighbours. This language, which the Homalco call Ey7a7uuthem, is spoken by a number of Coast Salish nations including the Sliammon and Klahoose. A variant of this language was also spoken by the Comox.

The Homalco First Nation serves a population of approximately 459 members, both on- and off-Reserve. Homalco has a Reserve land base of 745.1 hectares located over 12 Reserves. The population of Homalco Reserve #9 in Campbell River is approximately 240 people. The authority for governance, decision-making and creating by-laws is defined under the Indian Act. The Nation functions under a three year election cycle with a current composition of one Chief and four Councillors.

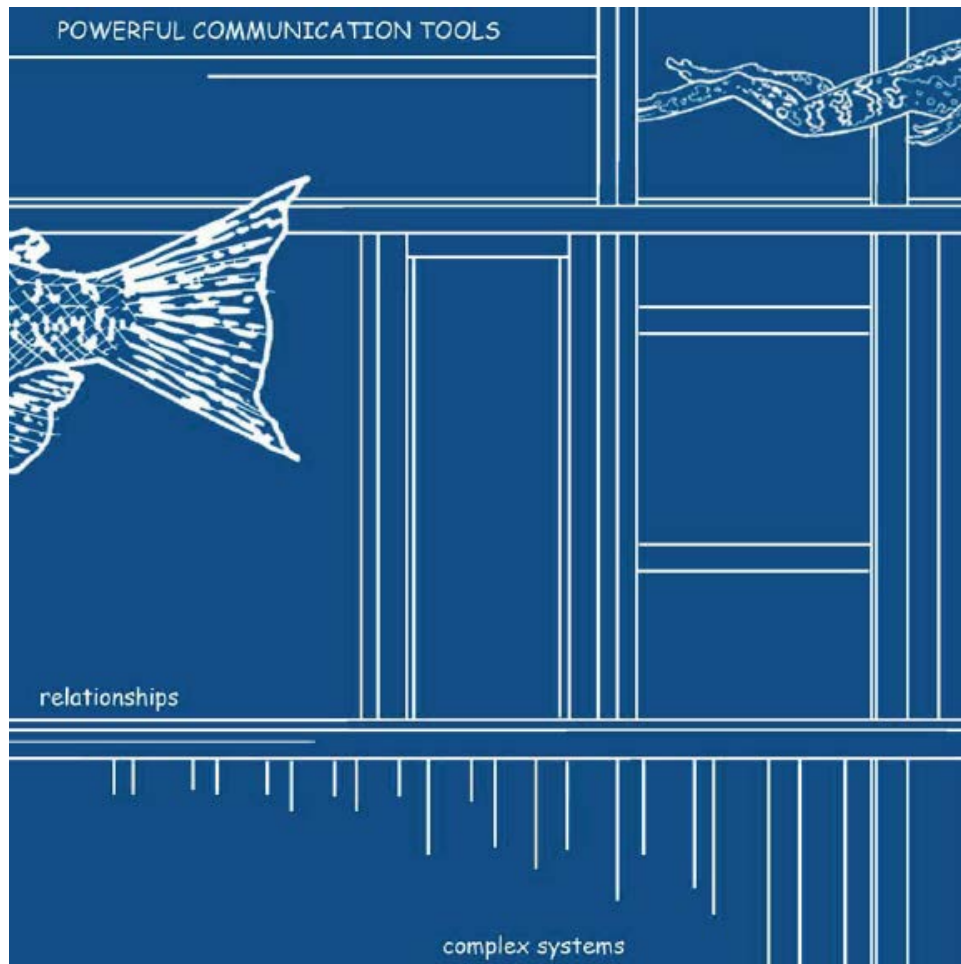
### **Commitment for Shared Planning & Governance**

The model for shared planning and governance will include the local governments meeting regularly in formal and informal settings. For some development on First Nation Reserves, the Nation will also negotiate service agreements with the City for basic services such as water and sewer. There are numerous positive examples in and around Campbell River of positive government-to-government relations.

An agreement in principle to partner in planning was sought for the SOCP planning process to sow the seed of integrated and inter-jurisdictional cooperation on planning and governance issues.

### 3 Our 50 Year Vision & Key Shifts in this Plan

*A vision describes the "what" and the "how" of a community's desired future state. The community vision describes where people will live, work and play and how people get around in the community. 'How' Campbell River will get there refers to the work of residents and the City and the processes they follow to deliver on the vision.*



## *A Community Vision for Campbell River...*

### *How does this SOCP differ from past plans for Campbell River?*

The following driving ideas and key shifts summarize the essence of the enhanced community policies that are contained in this plan. The shifts described here are also consistent with key themes that emerged during the extensive public and stakeholder engagement program.

### *Campbell River is compact, vibrant & green.*

*Our City by the sea is defined by connected, walkable, livable and complete neighbourhoods that are anchored by a vibrant downtown. Thriving greenways connect all parts of the community and are abundant with biodiversity.*

### *Campbell River is a healthy & creative community.*

*Our City offers healthy, affordable choices for the basic needs of residents such as housing, food and water. Residents enjoy meaningful opportunities for work and diverse cultural expression and enjoy a high quality of life.*

### *Campbell River is committed to moving towards sustainability.*

*Campbell River is committed to taking action on social, cultural, environmental and economic issues of local and global concern. Innovation, creativity and collaboration will position the community to gain from new opportunities and be resilient in the face of current and future challenges.*

### *Campbell River is responsible & inclusive.*

*The City will work with citizens and community partners to achieve this vision and is committed to delivering quality services in a fiscally responsible manner that ensures the resiliency of the community's vision.*

*The City will work with citizens and partners to achieve this vision and is committed to delivering quality services in a fiscally responsible manner that promotes the community's vision.*

## Sustainability

Taking a Comprehensive & Long Term Perspective



We all rely on the healthy functioning of local and global ecosystems to support our community and economy. This is as true today as it will be well into the future. Looking long term, a number of forces of change are expected to place stressors on our planet and communities. Climate change, peak oil, global and local economic restructuring and demographic change and population movements are only a few major forces that we will need to consider and proactively address local impacts. In Campbell River, sustainability is about enjoying access to high quality social, cultural and economic opportunities while maintaining and in some instances, restoring the health of the local environment. To ensure the City achieves its sustainability vision, Sustainability Priorities, as defined in the Sustainable Campbell River Framework were integrated throughout this plan and were used to define the Integrated Strategies & Goals – the same goals that are used to organize the objectives and policies found in this plan.

See objectives & policies in Sections: 3 – Sustainable Campbell River Framework & Climate Action; and the Strategies & Goals that shape Parts I, II & III.

Campbell River's "traditional" resource-based businesses and jobs are expected to remain integral to the City's economy. Increasingly however, *jobs will come from other sectors for the community to prosper over the long term and achieve economic resiliency.* This plan will support a transition to a more diversified economy by positioning Campbell River to capitalize on: the retiree and amenity migrant market; burgeoning creative industries; local education service providers; cultural and eco-tourism services; food industries and agriculture; energy conservation and renewable energy development. This plan also supports the efforts of local First Nation communities to continue to boost the quality of life of aboriginal and non-aboriginal residents alike. The plan highlights RiverCorp, harmonized economic development and land use and development policies, community partnerships and rigorous monitoring of market opportunities and trends as key to success.

## Economic Development

Sustainable Jobs & Skills Development



See objectives & policies in Sections: 4 – Land Use for a Sustainable Community; 7 – Housing Diversity & Affordability; 9 – Local Economy; 10 – Creative Community; 12 – Agriculture & Food System



## Green Energy

Sustainable Energy &  
Climate Protection



Community concern about climate change and awareness that dwindling global fossil fuel energy supplies means that local emission reductions and energy shifting is not only timely, but critical for the long term well-being of Campbell River. In 2008, the City signed the *BC Climate Action Charter* and committed to developing a complete and compact community that supports alternative modes of travel and energy efficient buildings and encouraging energy infrastructure, such as district energy and solar energy systems. This plan therefore incorporates an overall greenhouse gas reduction target and policies, actions and targets for reducing emissions from building, transportation, and solid waste sources and increasing renewable energy development. The City's *Community Energy & Emissions Plan* will be the critical implementation resource for ensuring the city's achieves its target.

See objectives & policies in Sections: 4 – Land Use for a Sustainable Community; 7 – Transportation & Mobility; 13 – High Performance Buildings; 15 – Solid Waste Management.

The shape, structure, organization and character of a city reflect a community's history, values and socio-economic profile. This is particularly important in a community's downtown and neighbourhoods. Our downtown is the heart of our City and the primary place of celebration, working and shopping. In our neighbourhoods, we invest much of the rest of our lives by enjoying parks and trails, shopping, socializing and accessing services and amenities. Policies and the land use plan in the SOCP establishes a vision and framework for the development of a more focused, vibrant and mixed use downtown and a series of compact and complete villages along Dogwood Street and Highway 19A. These focused growth areas represent priority infill development locations but do not exclude growth in areas that are not currently developed or rural. Strategic growth in undeveloped areas, such as Jubilee and Maryland Estates and Quinsam Heights, will be near new or established centres and will create a broader range of housing options near them. *When fully developed, centres will create destinations throughout the community that residents can walk or cycle to for their daily needs.*

## Strong Downtown Heart & Supportive Villages with Character

Reinforcing Village Centres  
Anchored by a Vibrant &  
Mixed Use Downtown



See objectives & policies in Sections: 4 – Land Use for a Sustainable Community; 16 – Form, Character & Performance Development Permit Areas.

## Creative & Diverse Community

Make the Most of the Cultural and Creative Wealth in Campbell River



Culture can be a successful component of both economic development and social strategies. Cultural tourists seek out authentic experiences, artists come from diverse backgrounds, and festivals present local, national and international talent that attract tourists and affirm local identity by showcasing “home grown” artistic work. Culture and creativity are major contributors to the uniqueness and allure of Campbell River. The community is home to regular art shows, fall jazz nights, the Tidemark Theatre, Spirit Square and diverse talents, the world renowned Campbell River Shoreline Arts Society's "Transformations on the Shore" Chainsaw Carving Competition, an outstanding museum showcasing accomplished local First Nations Artists' work, a salmon festival and sport fishing, the Tyee Club, an annual Canada Day celebration that draws over 5000 people, and more. This plan supports collaboration with local First Nation and community cultural leaders to expand opportunities and capitalize on the initiatives that showcase our creative, from the arts, culture, heritage, new media industries and our diverse cultural communities. This plan also supports broadening opportunities for eco-and cultural tourism and implements City Public Art program.

**See objectives & policies in Sections:** 4 – Land Use for a Sustainable Community; 8 – Mutual Respect & Strong Relationships; 9 – Local Economy; 10 – Creative Community; 16 – Form, Character & Performance Development Permit Areas.



## Sustainable Campbell River

This graphic recording illustrates the visions and community aspirations for a vibrant future in Campbell River. This image was created during the SOCP community visioning activities in the fall of 2010 with the ideas shared by many individuals and organizations in Campbell River.

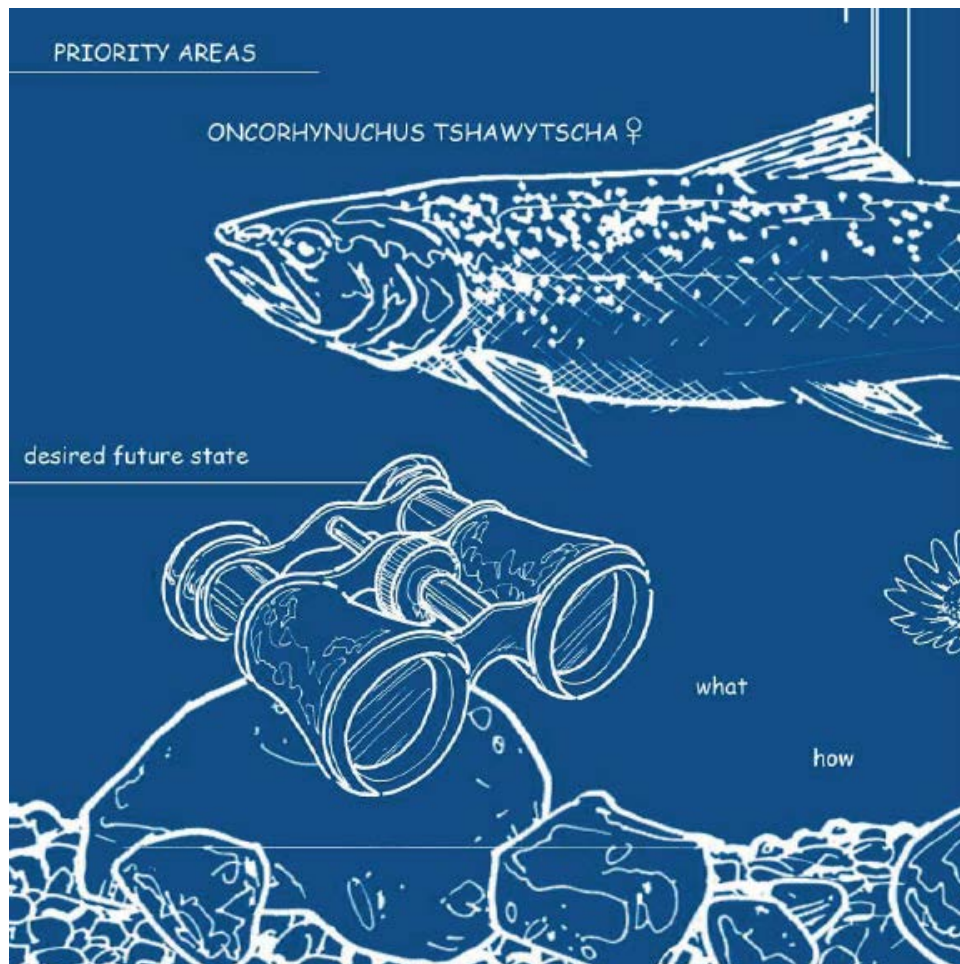


Artist: Jill Banting, 2010



## 4 Sustainable Campbell River: Policy Framework & Climate Action

*The Sustainable Campbell River Policy Framework represents the City's commitment to creating a sustainable Campbell River as defined by the associated Sustainability Priorities. To achieve this outcome, all City actions will be guided by the Integrated Strategies & Goals and Implementation Plans & Policies.*





Frameworks are powerful tools for communicating complex issues or systems. They show relationships and reinforce a common language. In the context of sustainability plans, frameworks are useful for linking global issues of concern to local actions. The Sustainable Campbell River Policy Framework is a simple framework that details how the City will align its policy tools to achieve its sustainability priorities.

**Icons used throughout this plan indicate where policy areas directly support our Sustainability Priorities:**

|                                                                                     |                          |
|-------------------------------------------------------------------------------------|--------------------------|
|    | Climate & Energy         |
|    | Ecosystem Integrity      |
|    | Water                    |
|  | Solid Waste Management   |
|  | Local Economy            |
|  | Skilled Workforce        |
|  | Social Equity & Cohesion |
|  | Food Self-Sufficiency    |
|  | Identity & Culture       |
|  | Individual Health        |
|  | Shelter                  |

**The Sustainable Campbell River Policy Framework contains the following defining features:**

**Clearly Articulated Sustainability Priorities:** To ensure a proactive response to the anticipated forces of change and to deliver a vision for a sustainable community *Sustainability Priorities* define the end state sustainability outcomes the community seeks to achieve (see the City's Integrated Community Sustainability Plan for more detail). These priorities will be integrated into all our actions. When achieved, the priorities in turn define a sustainable Campbell River. Icons representing these priorities – as laid out in the *Sustainable Campbell River (SCR) Policy Framework* - are included throughout this SOCP, the *Community Energy and Emissions Plan*, and the *Agricultural Plan* to indicate where policy areas directly support sustainability priorities.

**Integrated Strategies & Goals:** The Strategies and goals articulated in the framework are tangible and under local control and meaningful to Council, City staff, community stakeholders and public because they define what the community will look and act like as it works towards sustainability. To achieve this, the *Strategies and Goals* integrate all sustainability priorities around key themes where the City can exercise influence; this includes for example, land use, transportation, and community services and as such will guide the development and management of *all* municipal activities, plans and bylaws to ensure that all facets of the City operations and decision making are coordinated.

**Implementation Plans & Policies:** To ensure the *Vision* and *Priorities* are implemented, plan and policy options used by the City to affect change, including regulations pertaining to land use and utilities; and municipal operations such as facilities, roads, parks, and community programs, are clearly identified.

**Monitoring & Measurement:** Performance indicators (e.g. water consumption per person) and implementation indicators (e.g. total number of new water meters) are monitored to measure success over time. They indicate how closely and quickly we are moving toward realizing our vision.



# SUSTAINABLE CAMPBELL RIVER: FRAMEWORK

## SUSTAINABILITY PRIORITIES



## INTEGRATED STRATEGIES & GOALS



## IMPLEMENTATION PLANS & POLICIES



## MONITORING & MEASUREMENT



## Using the Framework

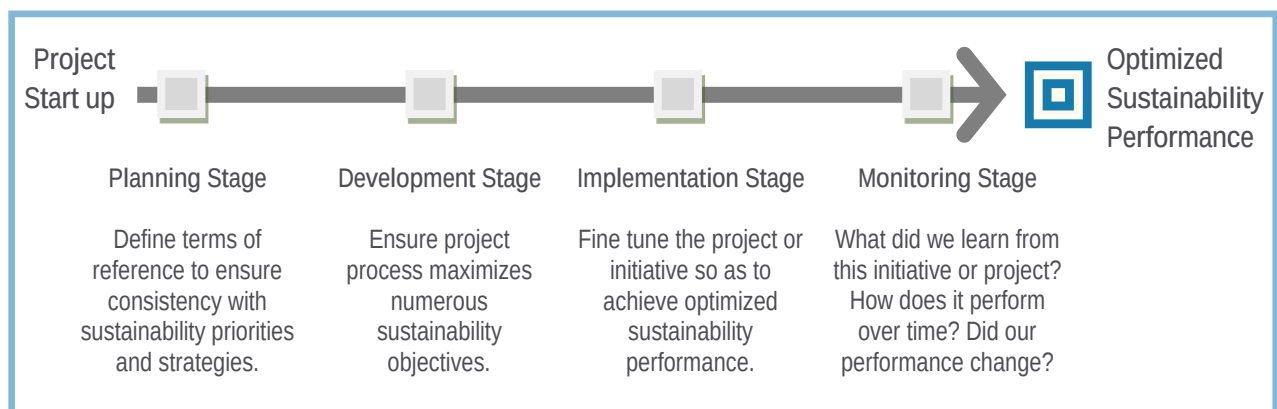
### SCR: Framework & the SOCP

The SOCP is a major component of the overall sustainability framework for Campbell River in that it contains the critical policies and objectives that will guide the ongoing implementation of the community's vision.

This is also true for climate action. Policies, the land use plan and development permit guidelines in this plan are critical for achieving our GHG reduction targets.

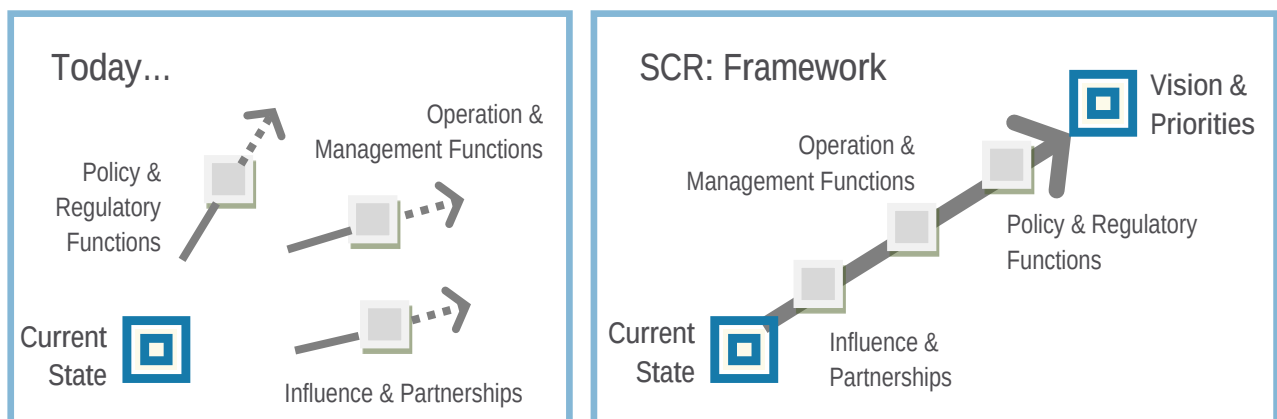
### Guiding Initiatives and Measuring Progress

When undertaking projects or initiatives, the City can integrate Sustainability Priorities and Integrated Strategies from the start. In this way, Sustainable Campbell River Policy Framework will guide initiatives to ensure the project or initiative provides maximum sustainability benefit. The diagram below explains how at each phase of project, the framework can be a powerful tool for achieving the City's vision.



### Alignment of City Government Functions

As defined, Sustainable Campbell River Policy Framework aims to align all the City's core functions to achieve the community's vision and priorities. The City has varying levels of influence in all these areas - when aligned, the influence is greater than the sum of its parts.



## Climate Action: Greenhouse Gas Reduction Target

Climate protection and energy sustainability is a major driver behind most community sustainability projects. Also, reducing community greenhouse gas (GHG) emissions will depend on actions taken to achieve other Sustainability Priorities outlined in this section such as local food self-sufficiency, improving individual health, improving ecosystem integrity and achieving zero waste. As such and as per the *BC Climate Action Accord* and the Province's *Bill 27*, the following GHG reduction target, policies, and actions will direct municipal activities.

### 4.1 Reduce community greenhouse gas emissions.

- 4.1.1 The City will strive to achieve community-wide greenhouse gas reductions of:
  - 25% below 2007 levels by the year 2020;
  - 35% below 2007 levels by the year 2040;
  - 40% below 2007 levels by the year 2060.
- 4.1.2 The City of Campbell River will strive to achieve per capita greenhouse gas emissions reductions of:
  - 35% below 2007 levels by the year 2020;
  - 55% below 2007 levels by the year 2040;
  - 65% below 2007 levels by the year 2060.
- 4.1.3 The City of Campbell River will strive to achieve community-wide energy use reductions of:
  - 20% below 2007 levels by the year 2020;
  - 25% below 2007 levels by the year 2040;
  - 30% below 2007 levels by the year 2060.
- 4.1.4 The Community Energy and Emissions Plan will be maintained as the City's detailed implementation strategy for achieving the GHG reduction target.
- 4.1.5 Energy Conservation Development Permit Area Guidelines will be established and maintained to ensure new development is energy efficient and contributes to the City's GHG reduction objectives.

## Climate Adaptation

Natural Resources Canada and the *BC Climate Adaptation Strategy* recommend that municipal governments develop climate change adaptation plans. Even with efforts to mitigate climate change, the *Canadian National Assessment on Climate Change (2007)* suggests that Vancouver Island should prepare for sea level rise, extreme weather events, and an increased frequency in storms.

### 4.2 Prepare for climate change adaptation.

- 4.2.1 The City will develop strategic directions for climate change adaptation.
- 4.2.2 The City will ensure that corporate directions and corresponding plans, infrastructure development, and capital projects consider climate change adaptation measures.
- 4.2.3 The City will work to assess and develop policy and a best practice approach for the management and protection of areas susceptible to coastal inundation. This may include an increased focus on asset management and the use of development permit and land use regulation tools.

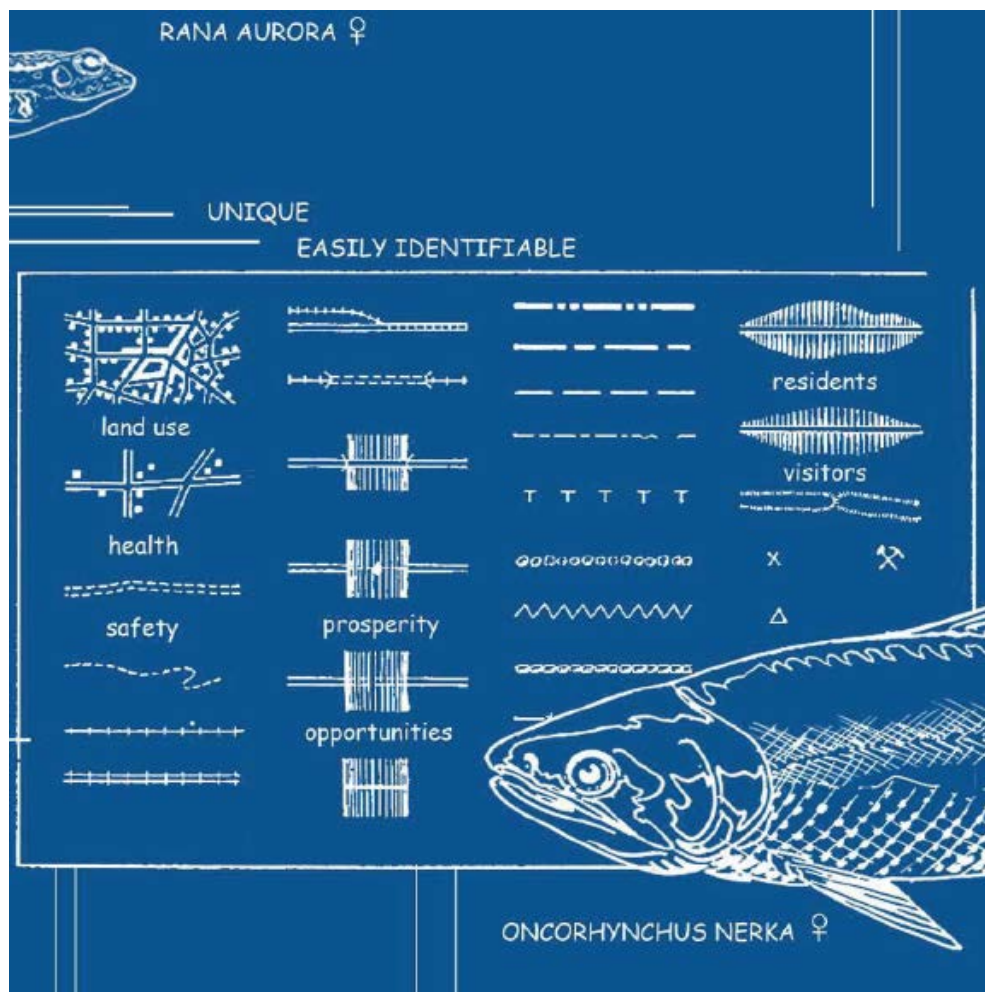






## 5 Land Use for a Sustainable Community

***Our Goal:** Campbell River will be a vibrant and lively community that supports and encourages community health, safety, economic prosperity and recreational opportunities for residents and visitors. Village & Neighbourhood Centres, the waterfront and our downtown will contain most growth and reinforce an easily identifiable character.*





## Desired Outcomes for Land Use & Development

### By 2020:

- » 70% of residents will be located in or within a 20 minute walk from a mixed use, compact, well connected centres.
- » Long term residential growth is planned as mixed use, infill or redevelopment sites within existing urban areas.
- » The existing urban containment boundary is preserved and maintains its role of focusing urban development and minimizing the expansion of infrastructure.
- » Investment is focused on creating a vibrant and lively public realm in strategic locations (Waterfront, Village and Neighbourhood centres) with emphasis in the Downtown that support the principles of “place-making” and quality of life.
- » Growth management and new development is aligned with community energy and transportation targets.
- » New development assesses and protects key view corridors or viewsapes that reinforce the locational significance of Campbell River - particularly the mountains to the west, Campbell River to the north and Discovery Passage to the east.

**Achieving these Desired Outcomes furthers the following Sustainability Priorities:**

|                                                                                     |                       |
|-------------------------------------------------------------------------------------|-----------------------|
|    | Climate & Energy      |
|    | Ecosystem Integrity   |
|    | Water                 |
|   | Local Economy         |
|  | Food Self-Sufficiency |
|  | Identity & Culture    |
|  | Individual Health     |
|  | Shelter               |

**See Sustainable Campbell River: Framework for more detail.**



## By 2060:

- » Campbell River is defined by a hierarchy of compact, mixed use centres including neighbourhood and village centres and downtown that have evolved an easily identified, consistent and locally legitimate character.
- » 50% of residents located within a 10 minute walk and 90% of residents are located in or within a 20 minute walk from a mixed use, compact, well connected node that include community services and amenities, diverse housing options and transit access.
- » New housing trends towards a balance between multi-family and single family housing.
- » The most significant investment in the community is focused in the Downtown core, existing major employment nodes, and along corridors served by transit.

The shape, structure, organization and character of a city—its urban form and design—reflects a community's history, values and socio-economic profile. Urban form is also influenced by the natural landscape and trends in urban planning, architecture and market forces. Both urban form and design are also heavily influenced by the manner in which cities determine how and where to make major investments in infrastructure, amenities and how municipalities choose to manage land development as it relates to location, use, density and character. Campbell River's urban form has been largely influenced by such elements as annexation, topography, land value, access to views and First Nation Reserves. The quality and character of development reflects Campbell River's history.

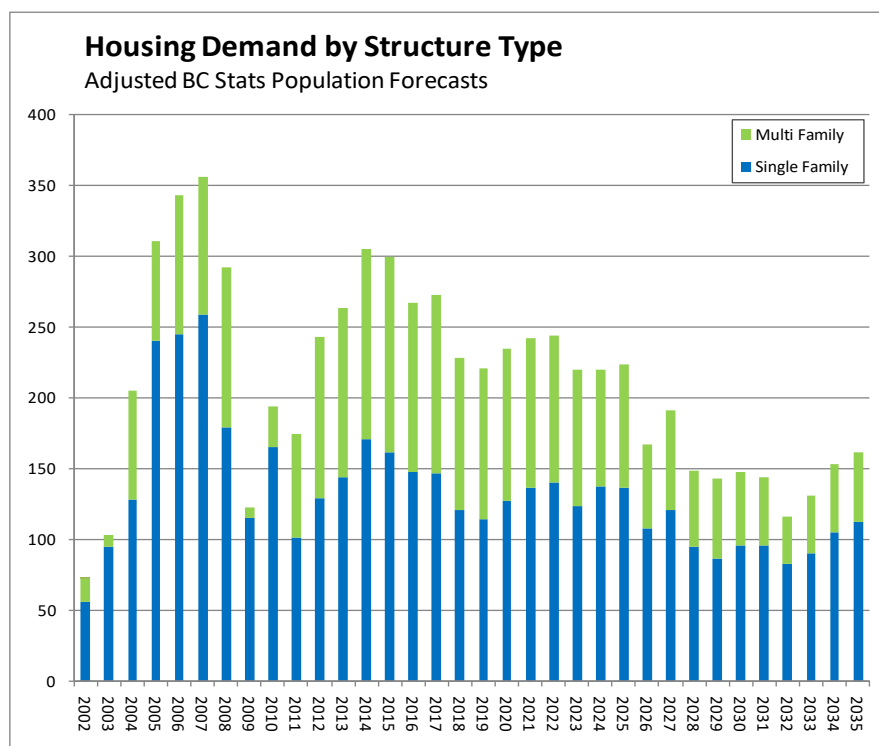
**As future drivers for urban form and design, general projections for residential, commercial and industrial growth for the next 25 years are discussed below. Specific aspects of private residential, commercial and industrial development are provided in the subsequent land use sub-sections.**

## City's Role

- » The City plays a critical role in the regulation of land use and development in a community.
- » location and density of land use and development for residential, agricultural, industrial, institutional, and recreational purposes;
- » protection of environmentally sensitive areas;
- » affordable housing, rental housing, and special-needs housing;
- » the staging of community infrastructure (e.g., roads, sewers, water systems);
- » the location and type of existing and proposed public facilities (e.g., schools, parks, wastewater treatment sites); sand and gravel extraction; and
- » targets for the reduction of greenhouse gas emissions.

## General Demand for Residential Development

Demand for residential development is both driven internally (those current residents looking to move or purchase their first homes) and externally (those looking to move to the community). Campbell River's breathtaking views, recreational opportunities, surrounding natural environment and amenities are treasures that can be expected to attract new residents and in particular, seniors and amenity migrants. The City's waterfront lands, including estuary lands (immediately north and south of the estuary) have the potential to be "game changers" for the City. Continued public investment in safe roads (including lanes for bikes), trails, public outdoor furniture, parks, signage and landscaping in these areas will play a role in reinforcing the City's image and encourage more vigorous residential development.



The population growth rate highlighted Section 1 results in the projected demand for new multi- and single-family residential development depicted in Figure 1. These forecasts are based on *current* household maintainer rates<sup>6</sup> in Campbell River. Looking longer term, the split between single-family and multi-family residential development should be considered conservative, as most communities have been seeing an increased percentage of multi-family residential development - a trend that is expected to continue in most jurisdictions. Contextual factors that will support the City's vision for focusing the location of residential development are discussed in the land use designation sub-sections.

| Historical Housing Demand |               |              |       |
|---------------------------|---------------|--------------|-------|
|                           | Single Family | Multi Family | TOTAL |
| 2002                      | 56            | 17           | 73    |
| 2003                      | 95            | 8            | 103   |
| 2004                      | 128           | 77           | 205   |
| 2005                      | 240           | 71           | 311   |
| 2006                      | 245           | 98           | 343   |
| 2007                      | 259           | 97           | 356   |
| 2008                      | 179           | 113          | 292   |
| 2009                      | 115           | 8            | 123   |
| 2010                      | 165           | 29           | 194   |

| Forecasted Housing Demand |               |              |        |
|---------------------------|---------------|--------------|--------|
|                           | Single Family | Multi Family | TOTAL* |
| 2011                      | 101           | 74           | 180    |
| 2012                      | 129           | 114          | 240    |
| 2013                      | 144           | 120          | 260    |
| 2014                      | 171           | 134          | 300    |
| 2015                      | 162           | 138          | 300    |
| 2016                      | 148           | 119          | 270    |
| 2017                      | 147           | 126          | 270    |
| 2018                      | 121           | 107          | 230    |
| 2019                      | 114           | 107          | 220    |
| 2020                      | 127           | 108          | 240    |
| 2021                      | 137           | 105          | 240    |
| 2022                      | 140           | 104          | 240    |
| 2023                      | 124           | 96           | 220    |
| 2024                      | 138           | 82           | 220    |
| 2025                      | 137           | 87           | 220    |
| 2026                      | 108           | 59           | 170    |
| 2027                      | 121           | 70           | 190    |
| 2028                      | 95            | 54           | 150    |
| 2029                      | 87            | 56           | 140    |
| 2030                      | 96            | 52           | 150    |
| 2031                      | 96            | 48           | 140    |
| 2032                      | 83            | 33           | 120    |
| 2033                      | 90            | 41           | 130    |
| 2034                      | 105           | 48           | 150    |
| 2035                      | 113           | 49           | 160    |

\* Figures rounded.

<sup>6</sup> The standard measure of occupancy demand is through the household maintainer rate, or the percentage of the population in each age group that are primarily responsible for the financial support of the household in which they live.



## General Demand for Commercial Development

Campbell River retailers and commercial businesses largely serve the immediate residential and business market and to a lesser extent the regional market. In 2010, there was an estimated 1.7 million square feet of retail space in the community<sup>7</sup>; this equated to 55 square feet of retail space per person based on Campbell River's 2010 population.

To calculate future commercial development, household expenditures are examined to project demand for new retail space. Retail spending 'inflow' and 'capture' must also be estimated; *inflow* refers to the amount of spending that occurs in the community from consumers not residing in Campbell River and *capture* refers to proportion of the population's spending that occurs in the community. An estimated 12% inflow of spending and 85% capture rate of household spending indicated that the projected residential for Campbell River would support an additional 480,000 square feet of new or additional commercial development over the next 25 years. This does not represent replacement of existing commercial floorspace.

Suburban locations such as Willow Point, Jubilee area, Merecroft and Campbellton commercial areas are expected to continue the commercial growth trends supported by the downtown. Similarly, the Wei Wai Kum (Campbell River Indian Band) lands near Island Highway and potentially the We Wai Kai's (Cape Mudge Indian Band) lands near the Willis Road and Highway 19 (Inland Island Highway) are likely to be a draw for some new retail space. As such, contextual factors that relate to these areas are discussed in the land use designation sub-sections that follow this section. The revitalization of the downtown area is of key interest to the community however but significant private investment in this area (outside of the Wei Wai Kum lands) is expected to be a strategic multi-decade process. Policies that support a more vibrant downtown are provided in this plan.

## General Demand for Industrial Development

Campbell River's economy and industrial market are in transition as with many other communities across British Columbia. The local economy is in the early stages of becoming more diversified with service industries expected to lead the change. It is expected that new industrial sector employers will be attracted to Campbell River given the locational advantage and land availability and affordability. As a consequence, the demand for heavy industrial development will continue with a complementary focus on space and/or land that can accommodate light industrial activities.

Campbell River has a significant supply of designated and zoned industrial land. According to this plan, nearly 2,000 gross hectares of land is currently being used or available for industrial development. This figure includes roads, buffer areas and land where landscape conditions might not allow low cost development. Based on Statistics Canada data, the annual demand for industrial land in Campbell River has been 3-5 acres over the past decade. This level of demand is expected to hold for the life of this plan. At this absorption rate, Campbell River has an estimated 50 year supply of industrial land.

There are locational considerations for industrial development, which are discussed in the Business & Industrial Centre land use designation section.

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<sup>7</sup> As estimated based on land use and BC Assessment information

## Growth Management and Land Use Strategy

Land use designations and strategies for growth within the urban residential containment boundary have been integrated and are shown on Map 2: and are summarized in the Table below. Land use designations are not outlined by use, but rather represent an overall vision for the designated area as defined by a range of permitted uses. This approach balances the community's desire to see managed growth that has rationale and supports community objectives. Detailed objectives and policies pertaining to growth management and land use (organized by each designation) are provided below.

A key aspect of growth management is defining the extent of development. The Urban Containment Boundary has long defined the extent of urban and infrastructure development in Campbell River. This plan reinforces the utility of this importance policy tool for managing municipal expenditures on infrastructure and services. Detailed objectives and policies pertaining development and provision of infrastructure services are provided below.

### Growth Management and Land Use Strategy – Summary of Designations

|                            | Land Use Designation                                                                                                                                                                                            | Focused Growth Areas & Precincts                                                                                                                                                                                          |
|----------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Growth Management Strategy | <b>Intended Growth Area:</b> Concentrate new commercial, industrial and institutional growth and some new multi-family residential growth.                                                                      |                                                                                                                                                                                                                           |
|                            | Downtown                                                                                                                                                                                                        | Downtown, incl. Pier Street area) from the waterfront to Dogwood St.                                                                                                                                                      |
|                            | Village Centre                                                                                                                                                                                                  | Willow Point, Merecroft Village; Dogwood and 2 <sup>nd</sup> (Hospital); Dogwood and Hilchey Rd; Campbellton; Jubilee Heights; and, River Village (the area west of Estuary along north and south of the Campbell River). |
|                            | Business & Industrial Service Centre                                                                                                                                                                            | Various                                                                                                                                                                                                                   |
|                            | Golf Community and Resort                                                                                                                                                                                       | Existing Campbell River Golf and Country Club and associated uses.                                                                                                                                                        |
|                            | <b>Integrated Infill Area:</b> Concentrate local serving new minor commercial and institutional growth, the majority of multi-family residential growth and medium density residential growth (e.g. townhouse). |                                                                                                                                                                                                                           |
|                            | Waterfront                                                                                                                                                                                                      | limited key nodes along Island Highway                                                                                                                                                                                    |
|                            | <b>Controlled Development Area:</b> Permit modest multi-family residential development and the majority of new single-detached and townhouse residential growth.                                                |                                                                                                                                                                                                                           |
|                            | Neighbourhood                                                                                                                                                                                                   | Existing Settlement Areas                                                                                                                                                                                                 |
|                            | Estate                                                                                                                                                                                                          | Existing Semi-Rural Areas in Quinsam Heights                                                                                                                                                                              |
|                            | Rural Neighbourhood                                                                                                                                                                                             | Existing Rural Settlement Areas                                                                                                                                                                                           |
|                            | Natural & Protected Areas                                                                                                                                                                                       | Existing Lands Currently Designated as Environmentally Sensitive, Agricultural Land Reserve or Crown Forest Lands                                                                                                         |
|                            | Institutional Lands                                                                                                                                                                                             | Various                                                                                                                                                                                                                   |

Each land use designation shown on Maps 2a and 2b and summarized in the Table above is described in the sub-sections below.



This map is provided for convenience purposes only. For an official version of the map please refer to Schedule "D" – Maps of Bylaw 3475, 2012

Map 2a - Proposed Land Use (North)

Intended Growth Areas

Downtown

Village Centre

Business & Industrial Service Centre

Integrated Infill Growth Area

Waterfront

Controlled Development Areas

Rural

Neighbourhood (proposed & existing)

Estate

Rural Neighbourhood

Green and Protected Lands

Institutional Lands

Agricultural Land Reserve

City Boundary

Urban Containment Boundary

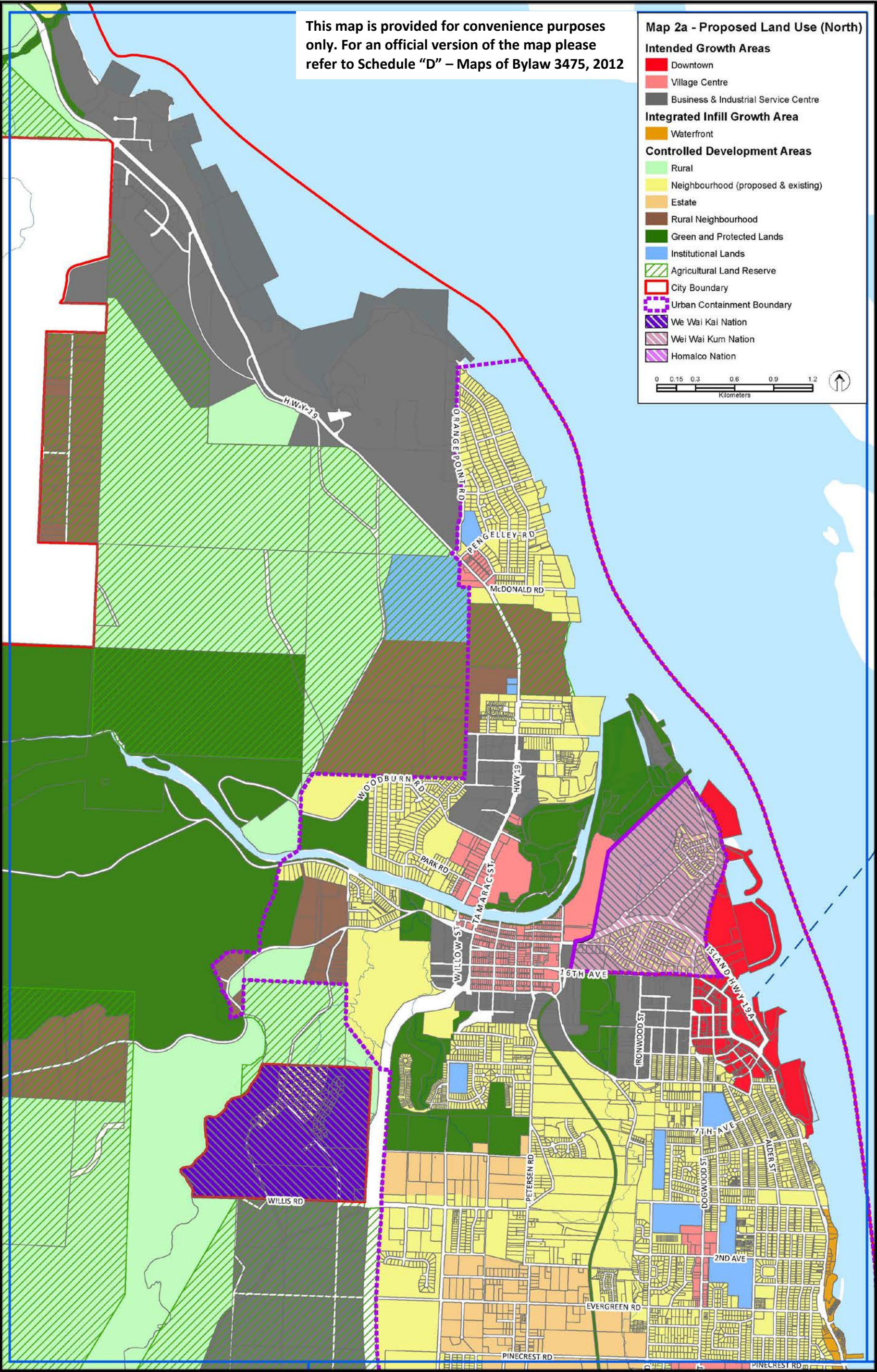
We Wai Kai Nation

Wei Wai Kum Nation

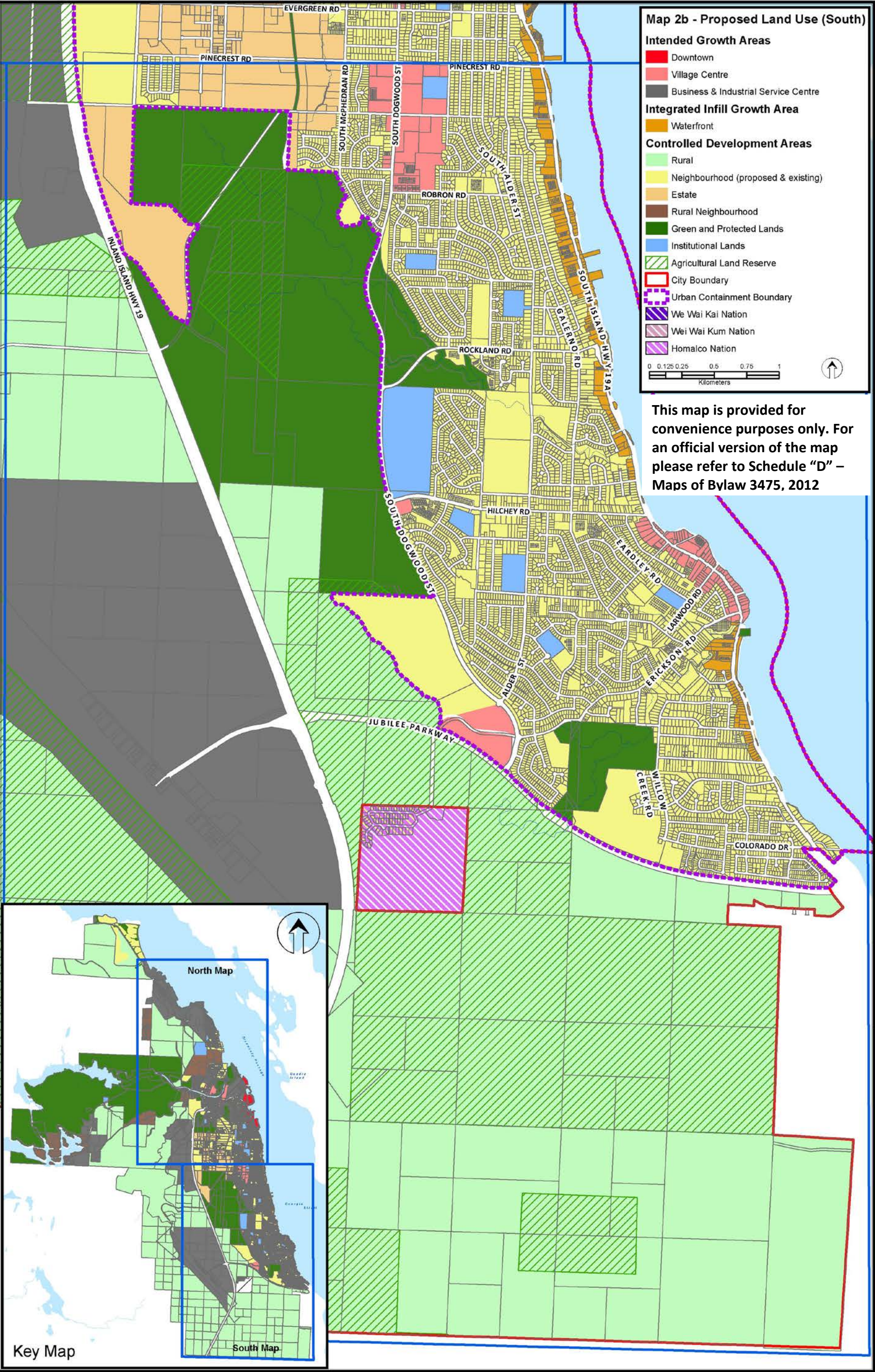
Homalco Nation

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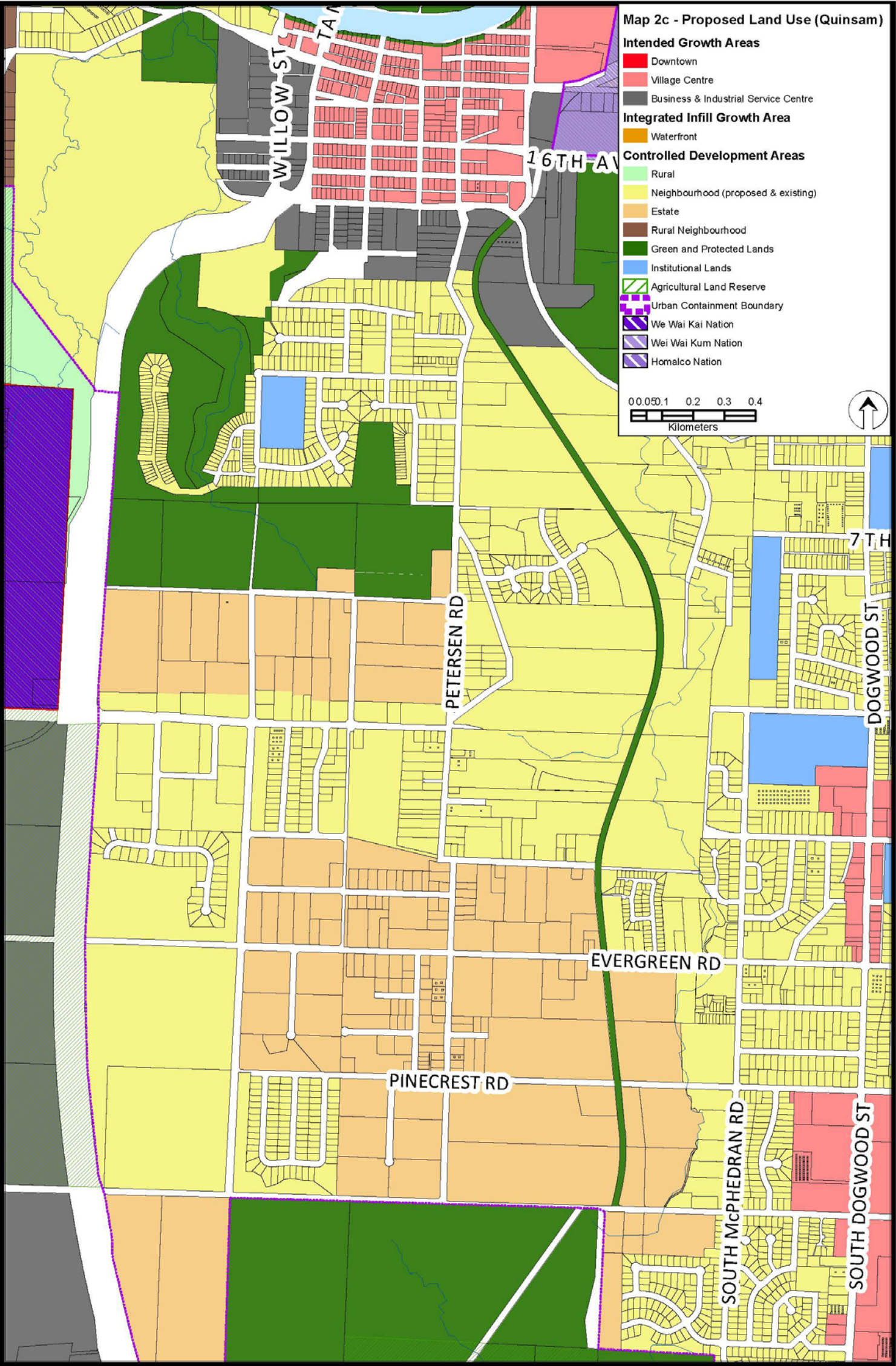
Kilometers





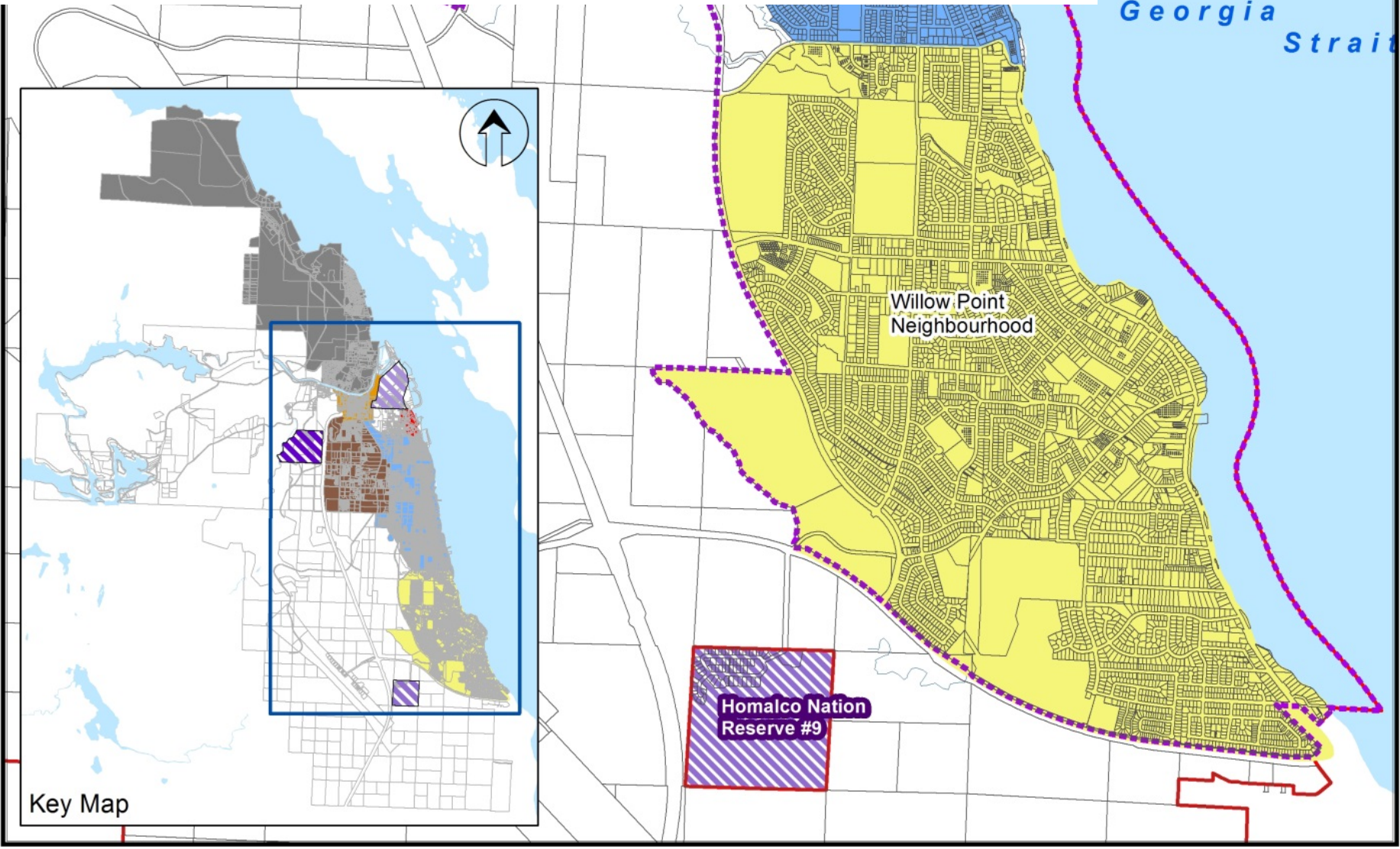
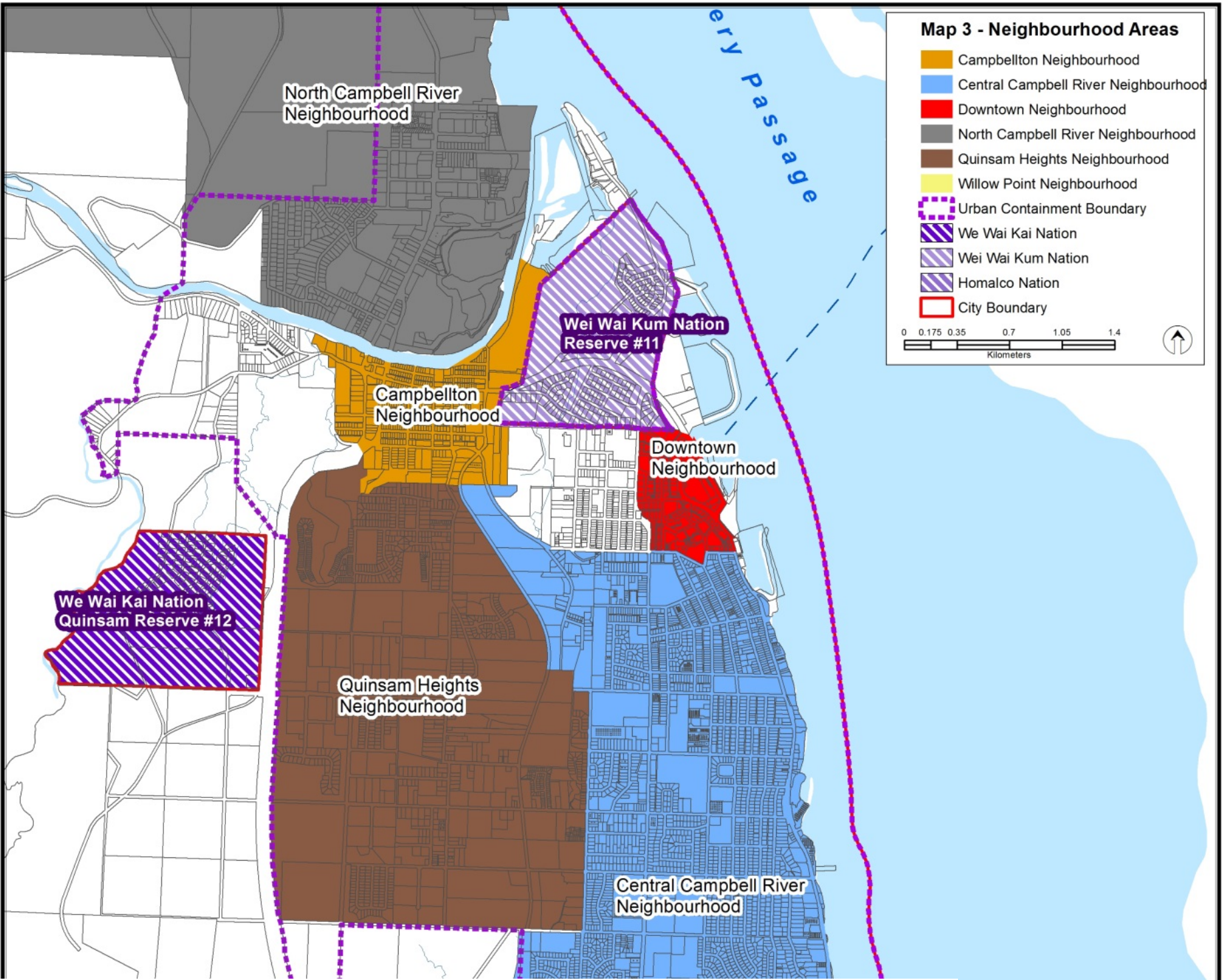






This map is provided for convenience purposes only. For an official version of the map please refer to Schedule "D" – Maps of Bylaw 3475, 2012







## Objectives & Policies for Growth Management

### **5.1 Ensure an orderly pattern of urban development and strategically manage and deploy public expenditures on municipal infrastructure.**

- 5.1.1 Urban development, including the provision of municipal services, will not be supported beyond the Urban Containment Boundary (UCB) except in the case of:
- Rural, park and natural areas, and business & industrial uses with low servicing requirements.
  - Federal Indian Reserves (3) within the City's boundaries are not within the City's regulatory jurisdiction are under servicing agreements. First Nation member housing is encouraged within the UCB.
  - Water service for Strathcona Regional District, Electoral Area "D" for the purposes of fire suppression and human consumption.
- 5.1.2 For development within the Urban Containment Boundary, promote an orderly pattern of development that is sequential in particular in undeveloped areas to maintain infrastructure efficiency and enhance livability associated with compact neighbourhoods.
- 5.1.3 The phasing of development and municipal water and sanitary sewer trunk lines and infrastructure will follow the extent and locations as shown in Infrastructure Map 8.
- 5.1.4 Cooperate with adjacent governmental jurisdictions (i.e. Strathcona Regional District and First Nations) to develop mutually agreed upon criteria for what is considered to be complementary development near the City boundary.
- 5.1.5 The City is committed to coordinated efforts and procedures for sharing information with adjacent governmental jurisdictions (i.e. Strathcona Regional District and First Nations) to ensure that growth adjacent to City boundaries occurs in a planned, complementary and sustainable manner.
- 5.1.6 The City will consider Temporary Use Permits anywhere within the City limits. The temporary use should be aligned with other City policy directions and be compatible to the surrounding uses. The approval may be subject to conditions deemed appropriate depending on the specific nature of the request.

### **5.2 Ensure that the costs of upgrading infrastructure services and servicing new development are borne by those who benefit.**

- 5.2.1 For those municipal infrastructure improvements or major projects that benefit the municipality as a whole, the City will seek provincial cost-sharing and, potentially, public-private partnerships to reduce the financial impacts on taxpayers.
- 5.2.2 To increase the cost-effectiveness of infrastructure delivery, the City will promote infill development in designated areas. Further, the City will review land use regulations, incentives, development application processes and other mechanisms to facilitate infill development opportunities identified in this plan.

- 5.2.3 Where municipal infrastructure services are upgraded, costs will be primarily borne by benefitting property owners. Accordingly, the City may make use of finance tools including local service areas, utility charges and development costs charges.
- 5.2.4 New development will contribute towards the costs of infrastructure capacity improvements that benefit the entire community through mechanisms such as development cost charges, development servicing agreements, amenity negotiations and comprehensive development agreements, or other such tools.

### **5.3 Concentrate the majority of growth into designated areas and/or adjacent to these areas.**

- 5.3.1 New residential uses, in particular multi-family residential development, will be encouraged in areas that are accessible to community services and facilities including walkways, schools, transit and recreational areas.
- 5.3.2 New residential uses are not encouraged adjacent to incompatible land uses, such as airports and industrial uses, which could adversely affect the health, safety and well-being of residents.
- 5.3.3 Notwithstanding the objective of discouraging the location of retail and office use in areas peripheral to the downtown in an effort to promote downtown revitalization, consider the adaptive reuse of existing commercial buildings in “Village Centres” and “Neighbourhood – Controlled Development Areas” with uses that do not unreasonably impact adjacent properties, so as to avoid “dark” buildings in these key locations.

### **5.4 Reusing Brownfield sites involves transforming land, previously used for heavy or toxic industries, to a physical condition that permits the development of new uses such as housing (where possible) and a wide range of industrial and commercial uses.**

- 5.4.1 The City supports the Province in its approach to managing and regulating contaminated sites.
- 5.4.2 Opportunities to provide incentives as a stimulus in returning Brownfield land to beneficial use will be considered.
- 5.4.3 It is recognized that Brownfield sites can offer unique opportunities in shaping areas of the community. The physical, regulatory and market considerations influencing reuse of Brownfield sites may be assessed to promote redevelopment.
- 5.4.4 It is a priority for the City that the environment is adequately safeguarded when Brownfield land is being reused.
- 5.4.5 The City supports efforts to provide a contribution to the community through enhanced biodiversity on those Brownfield sites that are not suitable for redevelopment.
- 5.4.6 To maintain the positive image of the community, the City will assess opportunities to avoid or mitigate visual blight associated with small Brownfield sites.
- 5.4.7 Redevelopment of Brownfield sites is strongly encouraged in an effort to reduce the inventory to zero. In this context the City will maintain an inventory of potential new ‘latent’ Brownfield land and promote redevelopment over Greenfield sites.



Objectives, policies and uses for each land use designation are provided below. Objectives and policies are informed by contextual factors and the overall vision for the designated area.

## Intended Growth Areas

### Downtown

#### INTENDED GROWTH AREA

### Context

Downtown is the heart of Campbell River. It continues to function as the primary place for major public gatherings, is a hub connecting to local and regional transportation systems (e.g. ferry, bus, highways) and the cultural centre of the community. Accordingly, the Downtown continues to be a priority for the social and economic well-being of Campbell River.

#### General Issues to Address:

- » The general “downtown” has long been understood to encompass the area contained by the waterfront through to Ironwood Street and the Pier Street area through to the Wei Wai Kum Reserve. This large area contains a number of shopping malls, a range office and general retail uses, a range of light industrial and service commercial sites and limited multi-family residences. This large area is greater than required for a downtown central business district for the size of Campbell River and effectively dilutes the focus and vibrancy of the ‘downtown’ or “central business district”. Limiting retail and office uses in this broader area will support the increased concentration of such uses to the downtown central business district thus reinforcing the precinct.
- » There are opportunities to strengthen the visual economic primacy of the central business district through an emphasis on strategic urban design initiatives that enhance the character, walkability and sense of place.
- » Investment is needed to reinforce and enhance the quality of the downtown area, for example greening the downtown with parks and a trail system. Strategic investment will promote further investment and the gradual revitalization of the central business district. The City can take a significant role and be seen leading investment in downtown revitalization; investment will signal to the investment community that the City has a vision for the downtown and wants to attract and work with the private sector in rehabilitating the downtown.
- » The long run potential for mixed residential and commercial development in the downtown is good. However, it will require a sustained and incremental strategy over several years to realize this vision based on current market trends, competition for developable land and land availability. Success will be closely linked to the deliberate redevelopment of key sites, such as the Tyee Plaza over the long term.
- » Success can also be found by promoting more diverse events to the downtown.
- » Revitalizing the downtown will continue to be a long process that will require focused efforts and hard choices about restricting retail and office uses in areas outside the downtown coupled with strategic investment, collaboration and commitment to a long run outcome.

### **Residential development considerations for Downtown:**

- » There are large seniors-oriented residences in the general downtown area. The downtown has potential for further investment in affordable housing (subsidized) and/or seniors housing.
- » The Wei Wai Kum (Campbell River Indian Band) has a significant number of their community members residing immediately adjacent to the downtown core. This area includes the band office and health facility.
- » The City's prime 1.42 hectare (3.5 acre) waterfront site on Discovery Passage could be developed separately or in partnership with the adjacent First Nations lands (for a total of approximately 3.64 hectares (9 acres)) to create a signature, legacy development project. To achieve the community's vision for a mixed use downtown, the site has potential for a mixed residential and commercial development project that would include space for a major waterfront destination park that capitalizes on the significance of this land.
- » The Tyee Plaza has potential to be a major catalyst for revitalization of the downtown core if redeveloped as a mixed residential and commercial site. The redevelopment of the Tyee Plaza, would catalyze the development of mixed residential and commercial projects on Shoppers Row. This is a long term venture however, and the City could expect to see the site redeveloped in 20 to 25 years. The redevelopment of this site also has the potential to 'open up' the waterfront to the downtown core as current buildings 'turn their back' on the waterfront. Finally, the magnitude of this development has the potential to attract major investors to the community and CBD in particular.

### **Commercial & office development considerations for Downtown:**

- » The development of new retail floorspace in the community has directly impacted many small scale strip mall sites in the adjacent Downtown. Downtown retailers will continue to be adversely impacted as new commercial development occurs on First Nations lands.
- » Growth of major commercial development in the downtown likely will be focused on Wei Wai Kum lands. The availability of land on a leasehold basis will not shift substantial demand to downtown's otherwise freehold sites.
- » Competition from First Nation lands, e.g. Wei Wai Kum Discovery Harbour Shopping Center and the commercial lands that may be developed on the We Wai Kai Reserve (Willis and Highway 19).
- » There is an opportunity to invest in the central business district and enhance the appeal for Campbell River residents, business owners and tourists. Entertainment uses and public art in the downtown, for example, greatly contributes to the appeal of a downtown experience.
- » Retail development and investment has been occurring in predominantly service commercial areas surrounding the downtown office and cultural districts which dilutes the impact of investment in the central business district.
- » Focusing the size and extent of downtown will provide a service to investors, over time. Revitalizing smaller, well-defined areas, such as Shoppers Row, rather than trying to redevelop the larger downtown area will signal priority areas for reinvestment.

- » There will be continued opportunities for owner-occupied office space however, this should not be permitted in surrounding service commercial areas, but focused in a smaller area closer to the downtown cultural and office precincts.
- » The waterfront experience is one of the key features that defines the history and character of Campbell River. As a primary asset in the continuing evolution of the community, the City must leverage every opportunity to capitalize on and integrate the waterfront experience within the central business district. While financial incentives are important to stimulating the downtown, it is attracting demand for residential and commercial uses that is the key. The potential to attract residents to waterfront lands adjacent to the Estuary and Campbell River waterfront will go a long way to creating opportunities for commercial development in the central business district.

## Vision

A well-defined **Downtown** will be the central business district, the civic and cultural heart of the City, with a vibrant residential community that is gently interwoven. As an **intended growth area**, Downtown will maintain a unique and identifiable character and be a major centre serving the region and North Vancouver Island. Downtown will also support a wide range of businesses and select housing, including affordable and rental opportunities in strategic locations. A high quality public realm includes new urban plazas, public art installations, key high quality urban design features, celebration opportunities and major entertainment and cultural activities. Transit and multi-modal routes connect residents to Village Centres.

## Objectives & Policies

### 5.5 Promote public and private investment and redevelopment in the downtown core.

- 5.5.1 Proactively engage landowners to work collaboratively, with developers, the City or partners, to redevelop underutilized downtown properties into comprehensive residential or mixed-use development projects. Redeveloping these sites creates significant opportunity for creating a network of parks and multi-use paths in the downtown area.
- 5.5.2 Promote residential development in areas adjacent to downtown (e.g. north and south lands near the Estuary) to create a catalyst for revitalizing the downtown.
- 5.5.3 Locate new and/or maintain civic buildings in the Downtown area.
- 5.5.4 Demonstrate commitment to the downtown area by prioritizing public and private sector investment in strategic infrastructure improvements, with joint participation between the City and “beautification” improvement projects.
- 5.5.5 Establish long-term programs for aesthetic streetscape improvements, public art, waterfront connections, active transportation facilities and circulation networks, and infrastructure improvements that combine to create a cohesive and easily identifiable character for the Downtown area.



- 5.5.6 Continuation of programs and regulations to permit reduction of parking requirements in the off-street parking specified area.
- 5.5.7 Maintain or explore potential incentive programs to encourage revitalization of the Downtown area or strategic revitalization sub areas.

## **5.6 Define the heart and extent of the downtown core.**

- 5.6.1 Specifically discourage the location of retail and office uses in areas peripheral to the downtown (as defined by the Map 2 – Proposed Land Use) as a means to encourage the location of downtown as the primary area for locating such businesses.
- 5.6.2 Use downtown-specific signage, including street signage, pedestrian oriented lighting and street furniture (information kiosks, benches, garbage receptacles, etc.) and public art installations to distinguish downtown as a special high value character precinct.
- 5.6.3 Reinforce established commercial shopping and business streets, with emphasis on Shoppers Row and the Pier Street area within the downtown area.
- 5.6.4 Leverage the investment in the Spirit Square as the heart of the Downtown area by promoting reinvestment in buildings and land development adjacent.
- 5.6.5 Maintain the downtown area as the central business district within the City and as a Regional serving urban focal point for North Vancouver Island.
- 5.6.6 No specific size or maximum floor area limits are applied to retail facilities in the downtown provided development is compliant with Form & Character Development Permit Guidelines in this plan that encourage fine grained street frontages (or the appearance of smaller stores).

## **5.7 Support a range of mobility options in the downtown area that connect the broader community.**

- 5.7.1 Transportation services and infrastructure in Downtown shall connect users to local and regional transportation systems.
- 5.7.2 Establish the downtown core as a priority pedestrian zone and ensure pedestrian connections are made throughout the downtown area, in particular, shopping areas and along the waterfront, as well as, to the waterfront from the downtown area and residential areas.

# Village Centres

## INTENDED GROWTH AREA

### Context

A number of villages are located in the community that create opportunities for walkable destinations in neighbourhoods, to focus new growth where there is easy access to nearby or existing servicing and to diversify housing opportunities across the community. Campbell River has three commercial areas that have potential for becoming mixed use villages – Willow Point, Campbellton and Merecroft Village are already serviced and have underdeveloped or undeveloped land within proximity. The City also has two underdeveloped areas that have significant potential for development – a newly defined River Village area that is located adjacent to the Campbell River Estuary that has potential for immediate development. Over the long term, there is land in the Jubilee Heights area that has potential for development of mixed use development.

#### General Issues to Address:

- » The River Village concept has significant potential for redevelopment as it includes undeveloped lands and low density single family residential that could be easily redeveloped. The site offers unparalleled access to nature, views and has potential for a unique 'riverside' *urbane* environment.
- » Jubilee is envisioned to be developed in the long term. Once developed it will offer 'uplands' access to amenities for residents living in the area that is easier to access by foot than Willow Point.

#### Residential development considerations for Village Centres:

- » River Village, adjacent to the Campbell River Estuary, is a major asset for future residential growth and will be a "game changer" for the City. Redevelopment in this area has the potential to transform the City's image and attractiveness to investors. Residential development in this area is the key to revitalizing the downtown. In pursuing residential development adjacent to the Campbell River Estuary, consideration should be given to rezoning Highway 19 lands east of and adjacent to the Campbell River for residential development.
- » There are opportunities to redevelop the single family residential area between Highway 19A and the Campbell River Estuary. However, over the next 20 years this is likely to be in the form of single family upgrades and redevelopment, not multi-family development which would occur more in the 20+ year time frame.
- » Merecroft Village and Willow Point will continue to compete with areas that have more readily available land for residential and commercial development. However, development in these areas will offer direct access to amenities that are important for seniors and purchasers looking for more lifestyle options.
- » Historic Campbellton is positioned to continue its transformation and become a unique neighbourhood offering a walkable street grid and mix of affordable housing and live/work spaces integrated with light industrial and service commercial and retail along the Campbell River.

### **Commercial development considerations for Village Centres:**

- » A good deal of commercial growth is more likely to place in suburban locations, e.g. Willow Point, the Jubilee area, around the Merecroft commercial area, over the downtown. Commercial development anywhere in the community will compete with the First Nation lands at the Island Highway and Willis Road.
- » Commercial development in the Willow Point area illustrates the high quality and attractive shopping areas that will keep shoppers away from downtown commercial development (not including Discovery Harbour Shopping Center).
- » Residential growth in and around the villages will also support the growth of commercial growth and viability in Willow Point and Merecroft Village.
- » Commercial development in Campbellton will focus on retaining and renewing the area's service commercial and light industrial businesses within the context of a gritty, affordable mixed-use neighbourhood.

## **Vision**

New and/or redeveloped Village Centre describes a distinct walkable node of residential and commercial uses, services and community amenities within a high quality public realm. As an intended growth area, Village Centres will serve a large area of the overall community with retail and services, but will not play a region-wide function. Villages will typically support a wide range of medium density housing, including affordable and rental opportunities integrated with parks and open spaces and recreational facilities. Villages could be focused on educational or health facilities and include transit hubs and multi-modal connections to other villages and downtown.

## **Objectives & Policies**

### **5.8 Proactively encourage mixed-use development in Village Centres.**

- 5.8.1 Support landowners to facilitate mixed use development in Village Centres.
- 5.8.2 Consider tax exemptions for encouraging mixed use development in Village Centres.

### **5.9 Evolve a unique character and distinct role of Village Centres within the City.**

- 5.9.1 Use area-specific signage, including street signage, pedestrian oriented lighting and street furniture (information kiosks, benches, garbage receptacles, etc.) and public art to distinguish Villages as special character precincts.
- 5.9.2 Commercial uses within Village Centres should complement, but not directly compete with the Downtown, wherein a full range of retail, convenience, personal service, and restaurant commercial uses are permitted with limits on the maximum size of retail facilities.
- 5.9.3 Establish transit hubs that connect users to other Village Centres, downtown and regional transportation systems.

**5.10 Create a pedestrian oriented, compact node with commercial uses and amenities to meet the daily needs of residents in the surrounding neighbouring area.**

- 5.10.1 Multi-family residential developments within the commercial designation shall be permitted.
- 5.10.2 Retail units are intended to be smaller scale and pedestrian oriented appropriate to a neighborhood context.
- 5.10.3 Development at primary Village street intersections should provide a sense of arrival and place through attention to such elements as building location, massing, architectural detailing and context sensitive urban design considerations.

**5.11 Rejuvenate the Campbellton neighbourhood while retaining its unique 'gritty' industrial identity and historic character.**

- 5.11.1 Designate Campbellton as a Special Study Area and conduct further community consultation to confirm the vision for the future of the neighbourhood and identify appropriate policies and guidelines to achieve the desired outcome.

Preliminary objectives include:

- Retain a mix of residential, service commercial, retail commercial and light industrial.
- Ensure commercial and light industrial uses adjacent to residential areas manage noise, smell, and other operational characteristics that would unduly affect existing residences.
- Maintain or replicate the neighbourhood's historic industrial character into the design of architecture, building facades, signage, and public art.
- Allow and encourage innovative mixed-use commercial and residential or light industrial and residential buildings in appropriate areas (such as major corridors).
- Provide a range of low to medium density affordable housing options in close proximity to the downtown and other nearby employment.



# Business & Industrial Service Centre

## INTENDED GROWTH AREA

### Context

The Campbell River has faced economic challenges due to the recent slowdown in the forest sector. As with many BC communities, economic uncertainty is expected to continue in the industrial market for the next decade at least. As a consequence, Campbell River's economy is in transition and moving toward a regional service sector economy that serves the needs of both Campbell River and the surrounding areas immediately south and north to Port Hardy. This transition will continue for the foreseeable future. The demand for heavy industrial land is expected to increasingly shift to light industrial space.

#### General Issues to Address:

- » Campbell River has limited opportunities for developing a large distribution sector. Distribution functions are more likely to operate out of Nanaimo, where businesses will operate on a "*just in time*" basis to local businesses.
- » There is a significant number of industrial parcels dispersed throughout the community both serviced and unserved.

#### Residential development considerations for Business & Industrial Service Centres:

- » There is limited potential for residential development in Business & Industrial Service Centres.

#### Commercial development considerations for Business & Industrial Service Centres:

- » The City should restrict commercial development in these areas to encourage the clustering and focusing of commercial uses in the downtown and villages.

#### Industrial development considerations for Business & Industrial Service Centres:

- » Campbell River has a major supply of designated and zoned industrial lands anticipated to be in excess of a 50 year supply.
- » The fish farming industry should be encouraged and assisted in expanding and providing land for its growth. The potential may exist for industrial development on the Timberwest or Catalyst waterfront sites.
- » Campbell River needs to examine the large supply of designated and zoned industrial lands and consider re-designation to "industrial reserve" or other appropriate land use designation. However, adding more residential land in Campbell River will dilute residential development.
- » Encourage more light industrial development near the Campbell River Airport where the adjacent lands have excellent potential for such uses.
- » Rivercorp has potential to become a development corporation with a mandate beyond attracting new industry to the City, but to become far more proactive in terms of acquiring lands for industry and even partnering with the private sector in the development of industrial lands.

## Vision

The Business & Industrial Service Centre area designation describes a predominantly employment precinct that includes a range of business uses from limited service commercial uses, light and heavy industrial and institutional uses. As an intended growth area, the business and industrial service centre will support intensive employment and related service industries within and outside Campbell River.

## Objectives & Policies

### **5.12 Maintain Campbell River as the regional business hub for the North Island.**

- 5.12.1 Ensure that sufficient lands for industrial and service-related uses are designated and appropriately located to serve present and future needs.
- 5.12.2 Develop long-term programs to improve community infrastructure, to ensure that the City is positioned to take advantage of opportunities for economic growth and development.
- 5.12.3 Support the growth and expansion of existing businesses, including industry and service-related uses, where it does not adversely impact on the community's quality of life.
- 5.12.4 The Transportation Master Plan will be updated as necessary to optimize goods movements for business and industry.

### **5.13 Attract new economic opportunities to the City.**

- 5.13.1 Support programs to promote the area's advantages and opportunities for investment and business development.
- 5.13.2 Support programs/ initiatives to remove barriers to business and development.
- 5.13.3 Build working partnerships with other public and private sector interests to promote sustainable growth and new opportunities for new technology related employment ventures.

### **5.14 Maintain existing and allow for expansion of heavy industrial uses, where future need exists.**

- 5.14.1 Maintain and allow for expansion of heavy industrial uses north along Highway 19 and Inland Island Hwy.
- 5.14.2 A full-range of industrial uses is supported for development and expansion from heavy industrial use and manufacturing, to warehousing, light service and support industry on full municipal services.
- 5.14.3 Development will proceed in logical extensions from the Willis Road area south and west on lands with low agricultural capability, when sewer and water services can be extended and subject to Agricultural Land Commission approval where required. However, exceptions may be considered for land-extensive industrial uses in the interim where it can be demonstrated that on-site

servicing can be provided, that will not interfere with or jeopardize the future extension of community sewer and water services into the area.

**5.15 Maintain existing and allow for expansion of light industrial uses and service commercial uses, where future need exists.**

- 5.15.1 Maintain and allow for expansion of light industrial uses and service commercial uses on lands at and adjacent to the airport.
- 5.15.2 Development on private lands adjacent to the airport should consist of uses that complement the uses on the municipally owned airport lands.

**5.16 Minimize and remediate environmental impact with the development of new business and light industrial and service areas.**

- 5.16.1 Retain a healthy watershed on and with surrounding areas adjacent to business and industrial service areas.

**5.17 Maintain highway commercial uses where highway exposure exists.**

- 5.17.1 Provide for new commercial developments in strategic locations along the highway to capitalize on exposure, including automotive, recreational vehicle, and marine related service, as well as other service commercial uses. Retail activities, however, will be limited to small convenience facilities and warehouse/retail facilities.
- 5.17.2 All developments and redevelopments adjacent to the Highway 19 right of way shall be developed in accordance with "Gateway Area" development permit guidelines and otherwise as stipulated in the Inland Highway "Memorandum of Understanding" with the Ministry of Transportation and Infrastructure.

# Golf Community and Resort

## INTENDED GROWTH AREA

### Context

Campbell River Golf and Country Club (CRGCC) has been a consistent Campbell River amenity since 1959 when the facility originally opened. Successful modern golf course operation require a year round diversity of uses to make them economically viable. The trend has been to enable these facilities to operate as resorts offering hotel and spa uses to offset the non-golf season. These uses often include conference centers, residences, restaurants and retail uses.

### Vision

**Area A (Golf Course)**, the majority of the land area, encompasses the fairways, practice facilities and associated buildings. There is limited additional development in this area with the intent it remains as a golf course with limited accessory buildings.

**Area B (Resort Centre)** is the resort centre. This is envisioned as a local, regional, and national destination community. It will be centered on the golf course but offer a wide range of recreation and event services, such as a conference centre, restaurants and licensed facilities. Hotels, multi-family residential, and associated uses will be carefully planned and developed as a cohesive destination resort community.

### Objectives and Policies

#### Implementation

#### **5.18 All development within the Golf Community and Resort will be guided by a Comprehensive Development Zone which must:**

- 5.18.1 Identify area within the designation where certain uses and intensities of use are permitted.
- 5.18.2 Establish conditions of use to mitigate the impact of development on the surrounding neighbourhood.
- 5.18.3 Vehicle access and circulation will be informed by a Traffic Impact Study prepared by a professional engineer and to the satisfaction of the City of Campbell River prior to approval of any development permits. This TIS must include an assessment of the total maximum building out, and assessment of neighbourhood intersections and identify upgrades to these intersections and the Petersen Road corridor as a result of increased traffic.



## All Development

### 5.19 All buildings will have common or complimentary siding materials, colours including the use of stone, and timbers where warranted.

- 5.19.1 An interior pedestrian circulation network will be integrated into the development connecting the golf course and resort facilities.
- 5.19.2 Parking area will be designed with pedestrian connections and landscaped islands to break up the overall parking area.
- 5.19.3 Building location and scale will respect surrounding land uses and increased setback distances will be used for higher buildings.
- 5.19.4 A consistent landscape design scheme will be integrated throughout the development and be used to screen parking area, outdoor storage and loading areas.
- 5.19.5 A full development location and massing plan for the entire site must be assessed and approved prior to the review and approval of any development permits for individual buildings.
- 5.19.6 Parking areas should be located behind buildings and screened from public view.

## Area Specific Policies

### 5.20 Area A (Golf Course)

- 5.20.1 Buildings are limited to those ancillary to the golf course operation.
- 5.20.2 Buildings are limited to washroom/concession stand buildings and a golf course maintenance facility.
- 5.20.3 The warehouse facility and associated exterior storage will be screened from adjacent residential uses and public right-of-ways.

### 5.21 Area B (Resort Centre)

- 5.21.1 Primary land uses are hotels, conference facilities, multi-family residential.
- 5.21.2 Ancillary land uses are spas, restaurants, retail, and recreational facilities.
- 5.21.3 Buildings will be limited to a maximum of five storeys in specific areas.
- 5.21.4 The floor area of retail uses will be restricted to ensure it remains an ancillary use.
- 5.21.5 The Golf Community and Resort Designation apply to the following lands:  
Lot A, District Lot 1389, Sayward District, Plan 10237; Lot A, District Lot 1389, Sayward District, except part in Plan 10237; Lot 2, District Lots 1390 and 1391, Sayward District Plan VIP75359; Lot 9, District Lot 66, Sayward District Plan VIP80166; Lot 1387, Sayward District; Lot 1, District Lot

1388, Sayward District Plan 47133; Lot 1386, Sayward District, except part in plan 3334 RW and plan VIP61505; as shown on Schedule "A".'

## Integrated Infill Area

### Waterfront

#### INTEGRATED INFILL AREA

### Context

One of the City's greatest assets for accommodating future residential growth is the ocean and river waterfronts. The Discovery Passage waterfront in particular has received development activity for the past few decades and plays a major role in accommodating the housing needs of new residents and a strong attachment to "place".

#### General Issues to Address:

- » The waterfront area has several prime undeveloped and underutilized sites such as those currently used for recreational vehicle parking and low value residential. There is a lack of access to retail and services in key locations along the ocean waterfront that is central to creating walkable destinations.
- » Road and public realm improvements, such as upgraded section of Highway 19A, will sustain interest in development along the waterfront. Accordingly, efforts should be maintained to complete road and trail improvements along the whole waterfront as a priority.
- » View loss from adjacent residential areas will always be a concern when new developments are planned and developed along the waterfront.

#### Residential development considerations for the Waterfront:

- » There will continue to be significant interest in high density multi-family residential development along waterfront areas.
- » Medium density development should also be considered along the waterfront including townhouse developments to provide variety and housing options.

#### Commercial development considerations for the Waterfront:

- » The number of hotels along the waterfront creates opportunities for mixed use redevelopment.
- » A number of optimum locations have been identified along the waterfront to allow for mixed development.

### Industrial development considerations for the Waterfront:

- » There is no potential for industrial development along the waterfront.

## Vision

The Waterfront area designation describes the City's place of heritage, recreation, tourism, characteristic views and continued growth of a dynamic and mature waterfront community. It is likely the single

greatest  
defining



characteristic and opportunity for the community. As an integrated infill area, the waterfront will accommodate new medium to high density residential growth and associated appropriately scaled commercial uses to support vibrant destination points. Waterfront Neighbourhood Centre nodes will be linked by an extended multi-modal greenway system, park spaces and convenient and frequent community transit service connecting south to Willow Point, north to Downtown and beyond to north Campbell River.

## Objectives & Policies

### **5.22 Maintain a publicly accessible and 'green' waterfront that connects to the downtown.**

- 5.22.1 Continue development of the sea walk and acquisition of parkland along the ocean side of the Highway.
- 5.22.2 Implement planned greenways and park areas as outlined with the Downtown Revitalization Study and as outlined in Section 4 of the SOCP.
- 5.22.3 Public access to the shoreline will be maintained to serve as a defining public amenity for recreation and leisure in Campbell River and tourism value.

### **5.23 Retain elements of a 'working waterfront'.**

- 5.23.1 Maintain existing tourist commercial use along the waterfront and light industrial/business activities along the waterfront adjacent to the downtown area (Marina Harbour and Tyee Spit).
- 5.23.2 Provide for new commercial developments as well as redevelopment of existing commercial facilities in key locations along the Highway to serve the tourism industry as well as residents.

### **5.24 Create a diverse and vibrant waterfront community.**

- 5.24.1 Support mixed use, commercial and multi-family residential within key nodes along the Island/South Island Highway.
- 5.24.2 Ensure adequate open space for passive and active recreation and small and large scale community events.
- 5.24.3 Office uses may be considered as part of a multi-use complex, such as first floor office with multi-family residential above, and where the commercial use is less than 30 % of the gross floor area of the complex.
- 5.24.4 Increase support of tourism through infrastructure and a preferred tourism programs that support financial self-reliance.

### **5.25 Maintain shoreline views and connection to the natural environment (foreshore) and historic sea side characteristics.**

- 5.25.1 Identify and protect priority view corridors over Discovery Passage to Quadra Island.
- 5.25.2 Building heights along the waterfront will minimize view disruption of the waterfront and for residential properties above the ridge adjacent to development sites.



## Controlled Development Areas & Protected Areas

### Neighbourhood

#### CONTROLLED DEVELOPMENT AREAS

#### Context

Some of Campbell River's established neighbourhoods offer affordable housing opportunities. While they are primarily single use in nature, there are some areas with housing diversity. Neighbourhoods provide access to amenities such as parks, trails, and schools that all serve to make them great places to live. There are also opportunities to develop very small, walkable mixed use and/or commercial areas at major intersections in existing neighbourhoods to serve local residents without competing with downtown commercial businesses.

#### Vision

The Neighbourhood area designation describes existing neighbourhood areas that are predominantly residential and support a range of low to medium density housing, including special and assisted housing, as well as a limited amount of small-scale, local-serving retail stores or live/work units. As a controlled development area, neighbourhoods will maintain existing character and accommodate modest new growth through sensitive infill and redevelopment of appropriate underdeveloped areas, including intensification of streets that connect centres and/or are serviced by transit.

#### Objectives & Policies

##### **5.26 Permit sensitive infill development and promote walkable destinations within existing neighbourhoods.**

- 5.26.1 Where appropriate, allow a range of housing forms such as secondary dwellings, row housing, live/work units and townhouses that diversify the housing stock.
- 5.26.2 Where appropriate, allow and encourage clustered development in order to preserve additional green space around valuable features such as sensitive environmental features, viewpoints and trail corridors.
- 5.26.3 Support the development of a series of connected parks in the Quinsam Heights Neighbourhood to meet the objectives of the Quinsam Heights Neighbourhood Concept Plan and Parks Strategic Plan.
- 5.26.4 At intersections of collector and/or arterial streets, encourage a limited amount of small-scale, local-serving commercial, mixed use development, or live/work units. Commercial is limited to 2 storeys or less, no more than 2,500 sq ft. per commercial retail unit and no more than 10,000 sq. ft. of retail total among the four corners of any one intersection.
- 5.26.5 Permit small lot sub-division and clustered densification in established areas in an effort to increase affordable housing stock.

- 5.26.6 Prioritize the redevelopment and intensification of corridors connecting centres from single-detached housing to duplex or townhouse housing.

**5.27 Maintain existing neighbourhood character or revitalize/renew an area of which is identified as in need.**

- 5.27.1 Infill development will consider the density, massing, design and character of the project in relation to overall densities and general character of the surrounding area.
- 5.27.2 Infill development will consider retention of special site features, mature landscaping, and view corridors.
- 5.27.3 Encourage well-integrated infill development in established neighbourhoods by requiring developers to consult with the community for development proposals where:
- a. A Form, Character & Performance Development Permit is required; or
  - b. A subdivision application requires a variance to the Zoning Bylaw, a Zoning amendment, or a Form, Character & Performance Development Permit.
- 5.27.4 A Neighbourhood Area Plan may be required for large-scale proposals that may have significant impact on the surrounding community. This may be triggered by issues including but not limited to:
- Traffic generation or change in traffic patterns;
  - Impacts to neighbourhood character (changes in building size, massing, height);
  - Impacts to neighbourhood-scale viewscales;
  - Changes to or destruction of features of environmental value;
  - Proposals capable of causing a significant change to well-established neighbourhood character; or
  - Proposals capable of causing a significant change to the pattern of development and green/park space in the Quinsam Heights Neighbourhood.
- 5.27.5 The City may, from time to time, amend its Planning Procedures Bylaw to define processes and parameters for the above requirements (5.23.3 and 5.23.4)
- 5.27.6 Noise and privacy disturbance from commercial, mixed use, or live/work units is to be minimized through consideration of building orientation, landscaping design, and sound deadening construction materials and techniques.
- 5.27.7 Lighting in commercial or mixed use developments should ensure clear visibility of access routes without excessive lighting levels or glare.

## **5.28 Improve road, cycle and pedestrian connections**

- 5.28.1 Provide accessibility or pedestrian connection to major community amenities and schools, adjacent pedestrian networks and natural areas; and delineation of open space, landscaping and edge treatment at site boundaries, providing transitional buffers as required from existing housing in an area;
- 5.28.2 Assess the pedestrian system in neighbourhoods to identify gaps with a view to infilling or mitigating deficiencies.

## **5.29 Foster sense of place through pedestrian-oriented design for neighbourhood commercial or mixed use developments.**

- 5.29.1 Commercial buildings will support pedestrian activity by including windows, awnings, canopies, lighting and signage to enliven the public realm and make it more comfortable. Outdoor seating, patios, wide sidewalks and landscaping are encouraged where the context is appropriate.
- 5.29.2 Commercial signage should be small in scale and designed and oriented to pedestrians.
- 5.29.3 Off-street parking and loading areas should be located to the rear or side of buildings.

# Estate

## CONTROLLED DEVELOPMENT AREAS

### Context

Quinsam Heights contains a number of serviced large lot estates that support the neighbourhoods unique semi-rural character and provide opportunities for hobby farms, equestrian activities, and small scale agriculture within close proximity to the downtown and other urban amenities.

### Vision

The Estate area designation describes existing large lot residential areas with a semi-rural character that support low density housing as well as farming and farm related uses. As a controlled development area, estate areas will maintain existing character with lots that are at least 1 acre.

### Objectives & Policies

#### **5.30 Maintain semi-rural character in estate areas.**

- 5.30.1 Estate areas will support semi-rural residential uses as well as farming and farm-related uses.
- 5.30.2 To address potential conflicts between residential and farm uses, the City will require a landscaped buffer, berm or some other screening to be provided by the developer of the newest property or properties, whether residential or farm-related in nature.
- 5.30.3 Houses will be set back a considerable distance from the street and consider the density, massing, design and character of existing estate homes in the surrounding area.
- 5.30.4 Housing will respect scale of existing buildings, limited to no more than 500 sq m in floor area.
- 5.30.5 Fencing and landscaping should be rural in nature.
- 5.30.6 The City will consider rural road standards where appropriate.



# Rural Neighbourhood

## CONTROLLED DEVELOPMENT AREAS

### Context

Campbell River contains a number of large rural areas as well as a few rural neighbourhoods with larger residential lots (at least 1 hectare), most of which fall within the Agricultural Land Reserve and are protected for agricultural uses. These areas contribute to Campbell River's rural character, support local food security, and offer a rural lifestyle within close proximity to services and amenities.

### Vision

The Rural Neighbourhood area designation describes residential lands located both within and outside the City's urban residential containment boundary that are generally 'rural' in character. As a controlled development area, these neighbourhoods are destined for little to no major development changes and not intended as primary growth areas for the City. These areas will be connected to nearby Neighbourhood or Village Centres where one exists.

### Objectives & Policies

#### 5.31 Maintain rural neighbourhoods.

- 5.31.1 Expansion of rural residential development is discouraged on Argonaut Road in areas that are not served by either community water or sanitary sewer and along Gordon Road that are not served by community sewer.

# Green & Protected Lands

## PROTECTED AREAS

### Context & Vision

The Green and Protected Area designation includes lands preserved for future agricultural use within the Provincial Agricultural Land Reserve (ALR), undeveloped Crown owned and privately owned forested lands within the Campbell Lakes watershed and other lands outside the urban containment boundary including municipal owned lands adjacent to the airport, the Merrill and Ring lands and golf courses at Sequoia Springs and Storey Creek, as well as the Motocross Track on Highway 28. These lands are important to containing future urban growth within the urban residential containment boundary. They also provide and maintain a safe, reliable, high quality supply of drinking water to the City of Campbell River in a responsible manner that respects the value of the resource, as well as retaining forested and other 'green' areas for recreational purposes, views/character, stewardship and environmental values.

Objectives & Policies

#### **5.32 Protect and appropriately manage provincially designated Agricultural Land Reserve.**

- 5.32.1 The Agriculture Land Reserve (ALR) is recognized as a vital mechanism for preserving the agricultural land base and protecting opportunities for food security.
- 5.32.2 It is recognized that the ALR boundary may require refining in specific locations in the community based on site specific information pertaining to agricultural capability or suitability demonstrating that specific lands are precluded from soil bound or non soil bound forms of agriculture. In this context, ALR applications will be considered on a case by case basis.
- 5.32.3 Applications to exclude lands from the Agriculture Land Reserve (ALR) will be discouraged, except in circumstances where land has demonstrated limited agricultural capability or suitability and where exclusion would be consistent with the goals, objectives and policies of the Campbell River Agricultural Plan.
- 5.32.4 Requests to exclude lands from or subdivide lands within the ALR will require an assessment by of a Professional Agrologist to confirm the limited agricultural capability or suitability of the lands, the impact of the proposal on agriculture or potential agriculture in the area and should be identified for the long term development needs of the City.
- 5.32.5 The City will work closely with the Agricultural Land Commission to plan proactively for agriculture and manage "edge" conditions.

#### **5.33 Preserve existing forested and green areas as a part of the City's character ('natural' feel), views, recreational value (e.g. trails) and for resource use.**

- 5.33.1 Outside of the urban containment boundary, the City will support the retention of forested lands for commercial forestry and environmental stewardship.
- 5.33.2 Outdoor recreation is encouraged and supported, including existing private recreation uses (e.g., golf courses, motocross) subject to environmental best practices.
- 5.33.3 Tree removal in forested areas is subject to the Environmental Development Permit guidelines.

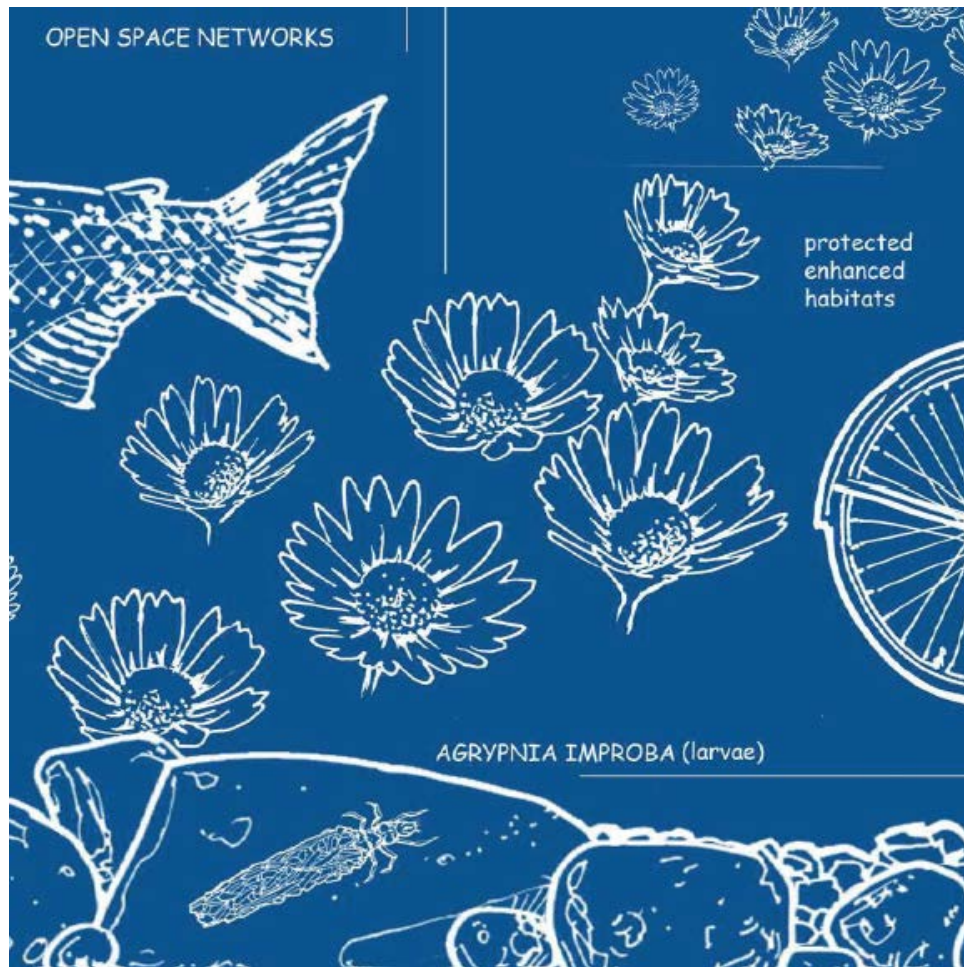
- 5.33.4 Notwithstanding associated Provincial and Federal regulations, avoiding adverse impact on watercourses and environmentally sensitive features in association with forest options is strongly encouraged.
- 5.33.5 The City may consider opportunities to address the potential impacts associated with land clearing activities exacerbated by the west coast climate.

#### **5.34 Protect the municipal water supply system and overall health of the watershed area.**

- 5.34.1 Campbell Lakes watershed, including lands around Lower Campbell, John Hart and McIvor Lakes are subject to special policies and development permit guidelines for the watershed area as outlined in Part 4.
- 5.34.2 To protect water quality, rezoning of private and public lands to permit higher densities or greater land use intensity in and around McIvor Lake or nearby areas that are not served by sanitary sewer is discouraged.
- 5.34.3 Further subdivision of lands to lot sizes which increase the risk to the watershed, or which cannot be properly serviced for public road access and emergency response (for ambulance and for fire protection) is discouraged.
- 5.34.4 The City will not recommend lease or sale of additional Crown lands in the watershed area, particularly in "Risk Zone A or B", unless the lease or sale is for the express purpose of watershed protection.

## 6 Parks & Natural Environment

*Campbell River residents live within a five minute walk from a park, trail or natural area. The open space network supports both active transportation and movement of water and wildlife. Habitats are protected or enhanced.*







## Desired Outcomes for Our Parks & Natural Environment

### By 2020:

- » Environmentally sensitive areas such as streams, wetlands, estuaries and the foreshore and their supporting upland riparian habitats are preserved, protected, and restored where possible.
- » The ecological function of terrestrial, fresh water and marine ecosystems is preserved and restored.
- » Citizens have awareness and understanding of ecological principles that govern the health and functioning of the bioregion.
- » Parks, open spaces and street environments are improved to include additional soil, tree and vegetation coverage.
- » Recreational improvements as envisioned in a refined Parks Strategic Plan have been implemented.
- » The Recreational Greenways Loop is completed and marketed as a key attraction in the community.
- » Campbell River is recognized by community members and the development industry for progressive but pragmatic urban development, both in undeveloped Greenfield locations and redevelopment and densification projects.
- » High performing design standards are standard practice in new developments and will have been reviewed and updated with evolving best management practices for environmental and watershed stewardship during subdivision and land development projects.
- » The *Urban Forest Management Plan* is completed.
- » Interface fire hazard management is improved.
- » Climate change adaptation measures are incorporated into municipal planning.

**Achieving these Desired Outcomes furthers the following Sustainability Priorities:**



Climate & Energy



Ecosystem Integrity



Water



Local Economy



Food Self-Sufficiency



Identity & Culture



Individual Health



Shelter

**See Sustainable Campbell River: Framework for more detail.**

### By 2060:

- » Campbell River's natural ecosystems will thrive providing abundant value and services.
- » Campbell River protects its habitats and stewards its environment.
- » 100% of residents within the urban containment boundary live within a 5 minute walk from a park, trail or natural area.
- » Forest or agricultural cover in the rural areas of the City is retained, and tree canopy coverage targets defined in the urban forest management strategy are obtained.

### Context

Campbell River is situated in a biologically-rich and diverse bioregion with an extensive marine foreshore and watershed.

Thriving natural systems are intrinsically valuable and support all human needs through the provision of free goods and services. Ecosystems clean our air, moderate our climate, provide food, absorb our wastes, recycle nutrients, sequester carbon dioxide, and provide important habitat. Parks and natural spaces also provide opportunities for recreation that is important to the health and well-being of communities. Protecting the natural environment and restoring degraded habitat is vital in terms of maintaining the intrinsic value of these areas, as well as ensuring that ecosystems are healthy enough to help us meet our basic needs now and into the future, as well as support the needs of other organisms.

- » Campbell River's challenge will be to maintain its natural wealth and restore degraded habitat caused by: increasing urbanization; ongoing greenhouse gas emissions; economic growth generally, and anticipated climate change impacts such as increased drought, flooding, sea level rise and biodiversity declines.
- » Two key economic industries in Campbell River are tourism and the retirement industry, both of which rely heavily on the City maintaining its parks and natural environment.
- » The hinterland environment of Campbell River – forests, lakes, waterfront – are richly endowed with ecosystems. The City, non-governmental organizations and volunteers are very active in habitat restoration, particularly in improvements to Campbell River Estuary and tributaries. Degraded ecosystems in some parts of Campbell River are improving. The Campbell River is a key asset and designated as a Heritage River in the British Columbia Heritage Rivers Program.
- » Urban watersheds are subject to the cumulative impacts of urban development, with changes in hydrology and forest cover affecting watersheds like Nunns, Simms, and Willow Creeks. Integrated Stormwater Management Plans are in place to help manage impacts to the water balance cycle. Streamside setbacks (or buffers), overall soil and tree cover, and replanting are key areas for additional improvement.
- » The Parks Strategic Plan establishes priorities for park acquisition and improvements to trails and recreation facilities. Significant progress has been made in implementation.

### City's Role

Local governments protect their natural areas through policies and regulations, including Development Permit Area Guidelines, to reduce development impacts to the natural environment as the community changes over time.

In an OCP, local governments are required, under the *Local Government Act*, to designate open space as a land use. They also develop, own, and maintain many of these open spaces that provide the opportunity to offer a variety of parks and recreational opportunities that help meet local objectives for both environmental protection and recreation.

**The following park types comprise Campbell River's Park System:**

**Neighbourhood:** These parks generally serve the catchment area of an elementary school and will be at least one acre in size. They are local in size and character and can include local links to recreational greenways and/or bicycle network and/or other localized uses.

**Community:** These parks generally serve the catchment area of a secondary school or about 3 to 7 neighbourhoods and will be at least 3 to 10 acres in size. They can include local links and loops to larger City re-creational green-ways and/or bicycle network and/or other localized uses.

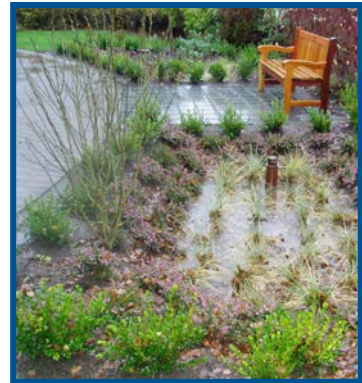
**City-wide:** These parks are sized to serve the entire City. They can include major links and major loops to a City-wide recreational greenways system and/or bicycle network.

## Objectives & Policies

### 6.1 Maintain and enforce high performance design standards and best management practices to mitigate the impact of new development on natural areas.

6.1.1 To ensure new development minimizes impact to the environment and reduces risk to people, the City will maintain and enforce Development Permit Area Guidelines for:

- Streamside
- Bald Eagle Nest Trees
- Campbell River Estuary
- Foreshore
- Campbell River Watershed
- Sensitive Ecosystem Inventory Sites
- Hazardous Lands



Mapping and guidelines will be regularly updated when new information is provided or made available.

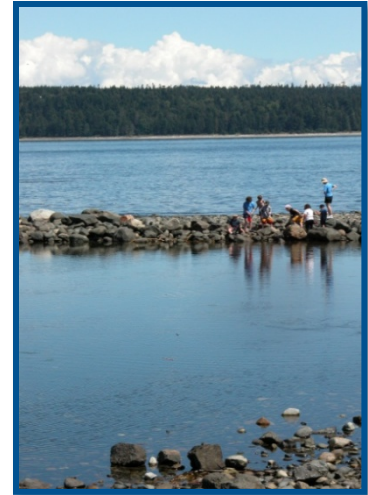
6.1.2 Implementation of the following plans will be maintained and supported through programming partnerships, and regulation: Parks Strategic Plan, Marine Foreshore Habitat and Restoration Plan, Estuary Management Plan; Tyee Spit Park Plan, Baikie Island Reserve Management Plan, Urban Forest Management Plan, and watershed based Integrated Stormwater Plans.

6.1.3 Height and density relaxations may be provided for developments on land parcels that protect natural areas on a portion of the site.

- 6.1.4 To minimize the risk of damage to property or people from interface fire hazards while still addressing environmental issues, the City will maintain Interface Fire Hazard Development Permit Areas and Guidelines

**6.2 Develop and promote natural area stewardship and management practices for natural open spaces.**

- 6.2.1 The City will maintain and promote integrated pest management practices.
- 6.2.2 Partnerships will be forged with non-government organizations and private landholders to protect and minimize environmental impacts on lands through subdivision, donation, land trade, cash acquisition, conservation covenants, development incentives, and education.
- 6.2.3 Outreach and education programs for environment and natural area protection will be developed and supported for residents, landowners, businesses, and the development industry.
- 6.2.4 Partnerships with senior governments and community partners will be established or maintained to develop protective measures for species-at-risk, sensitive ecosystems and/or to co-manage public and private greenspaces.
- 6.2.5 Partnerships with senior government and community partners will be established and maintained to protect Beaver Lodge Trust Lands.
- 6.2.6 Nature Conservancy of Canada and the Discovery Coast Greenways Land Trust will be supported and partnered with in the management and improvement of the Baikie Island Reserve.
- 6.2.7 New trails or facilities in sensitive habitats will be discouraged and installed only where they provide net gain for habitat values.
- 6.2.8 Naturescaping, including use of local native vegetation species will be promoted.
- 6.2.9 The City of Campbell River will work with nongovernmental organizations under the umbrella of Greenways Land Trust to manage invasive non-native species.





### 6.3 Enhance and improve parks, open spaces, and green spaces.

- 6.3.1 Key sites will continue to be acquired as they become available for development of expansion of parks and an interconnected network of greenways.
- 6.3.2 The ongoing completion of the Recreational Greenways Loop as a key attraction in the community and active transportation route will be supported.
- 6.3.3 The ERT is recognized as a major greenway corridor in the community. To protect the natural values of the ERT, natural vegetative buffers may be considered in association with new land development
- 6.3.4 Recreational improvements envisioned in the updated *Parks Strategic Plan* shall be supported. These include: replacing existing substandard play areas; upgrading active sport facilities; completing trails systems including the waterfront trail; and investing in major parks at Robron Athletic Park, Dick Murphy Park, and several neighbourhood parks.
- 6.3.5 Local native vegetation species in public realm (e.g. boulevards, parks, medians) will be encouraged and maintained.
- 6.3.6 The dedication of land or cash in lieu, no less than 5% of the parcel area proposed for subdivision for park and public open spaces, is required to ensure adequate park spaces within walking distance of most or all residents. Environmentally sensitive areas are not suitable for parkland dedication and will not be accepted as part of the required dedication.
- 6.3.7 A range of recreational programming that meets diverse demographic, physical, and cultural needs and interests in Campbell River will be promoted and implemented.
- 6.3.8 In addition to maintaining and developing spaces for active recreation, the following public spaces and amenities will be maintained and developed: contemplative spaces; community gardens; spaces for creative and artistic expression; spaces that celebrate First Nations culture and other cultures; and gathering places for community celebration, social activity, and civic engagement.
- 6.3.9 Park planning and design will be integrated with other Campbell River planning initiatives related to land use, residential development, transportation, and environmental protection, including but not limited to the: *Parks Strategic Plan*, *Marine Foreshore Habitat Assessment and Restoration Plan*, *Estuary Management Plan* (and update); *Tyee Spit Parks Plan*, *Baikie Island Reserve Management Plan*, *Urban Forest Management Plan*, and the City's Integrated Stormwater Management Plans.
- 6.3.10 Accessibility principles will be applied to Campbell River's trail system to provide access for users with a range of physical capabilities, including wheelchair and walker users.
- 6.3.11 City owned foreshore parks experiencing erosion will be protected using soft shore restorations and sediment nourishment wherever possible.



- 6.3.12 Boat launch maintenance programs will be linked to beach restorations projects and as feasible, the environmental management plan will include forage fish egg sampling.

#### **6.4 Enhance and improve air quality.**

- 6.4.1 A clean air strategy encouraging reduced particulate emissions and airshed degradation will be maintained and enforced.

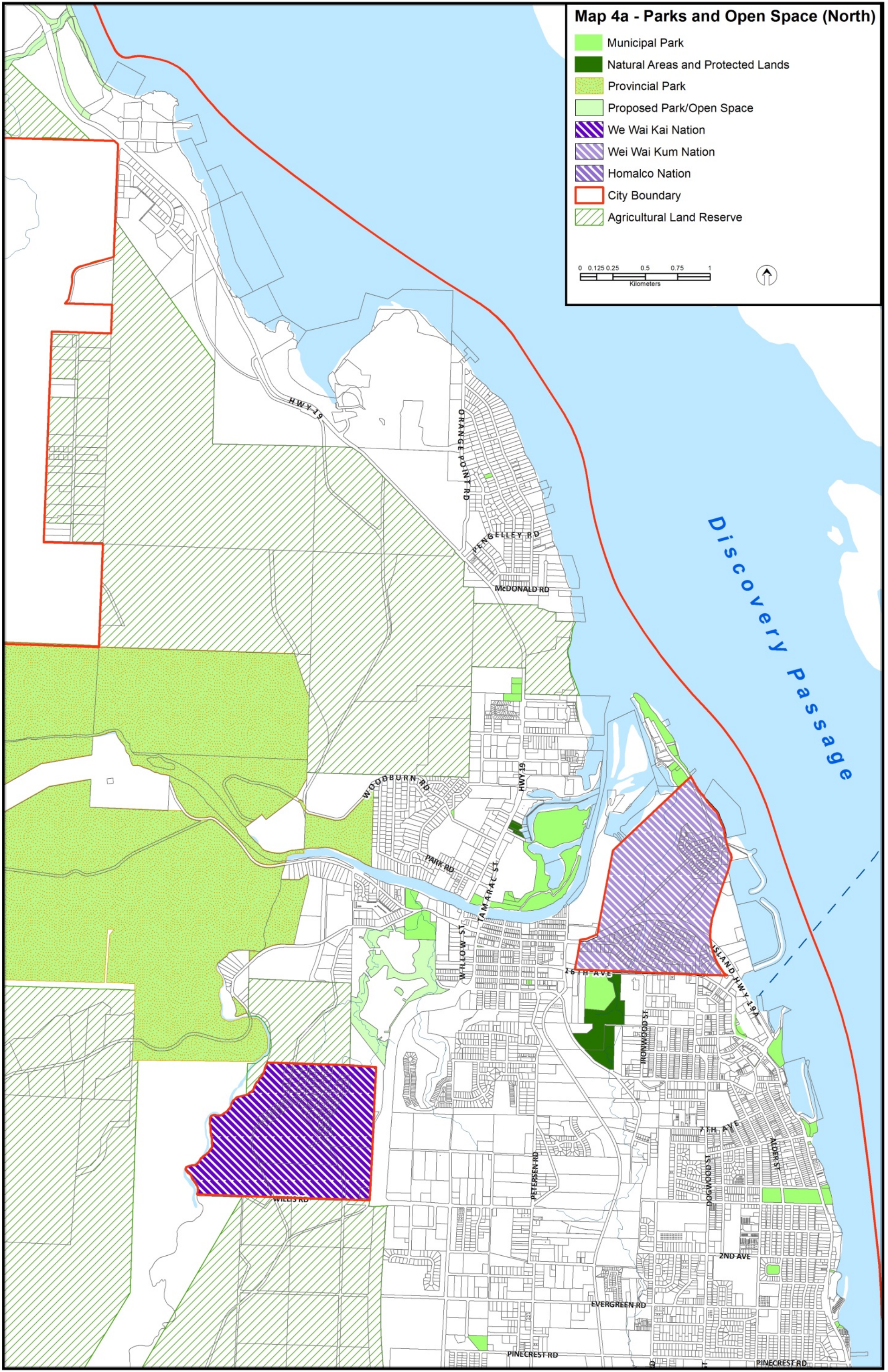
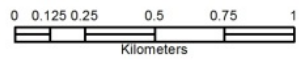
#### **6.5 Maintain a healthy urban forest.**

- 6.5.1 An *Urban Forest Management Plan* will be maintained that includes tree and forest management policies, strategies, and planning initiatives for the urban environment.
- 6.5.2 Specific land use type canopy coverage targets will be established through the *Urban Forest Management Plan* along with an overall canopy coverage target for the City of Campbell River.
- 6.5.3 A tree management bylaw to guide decisions related to tree cutting, retention, replacement and planting may be established.

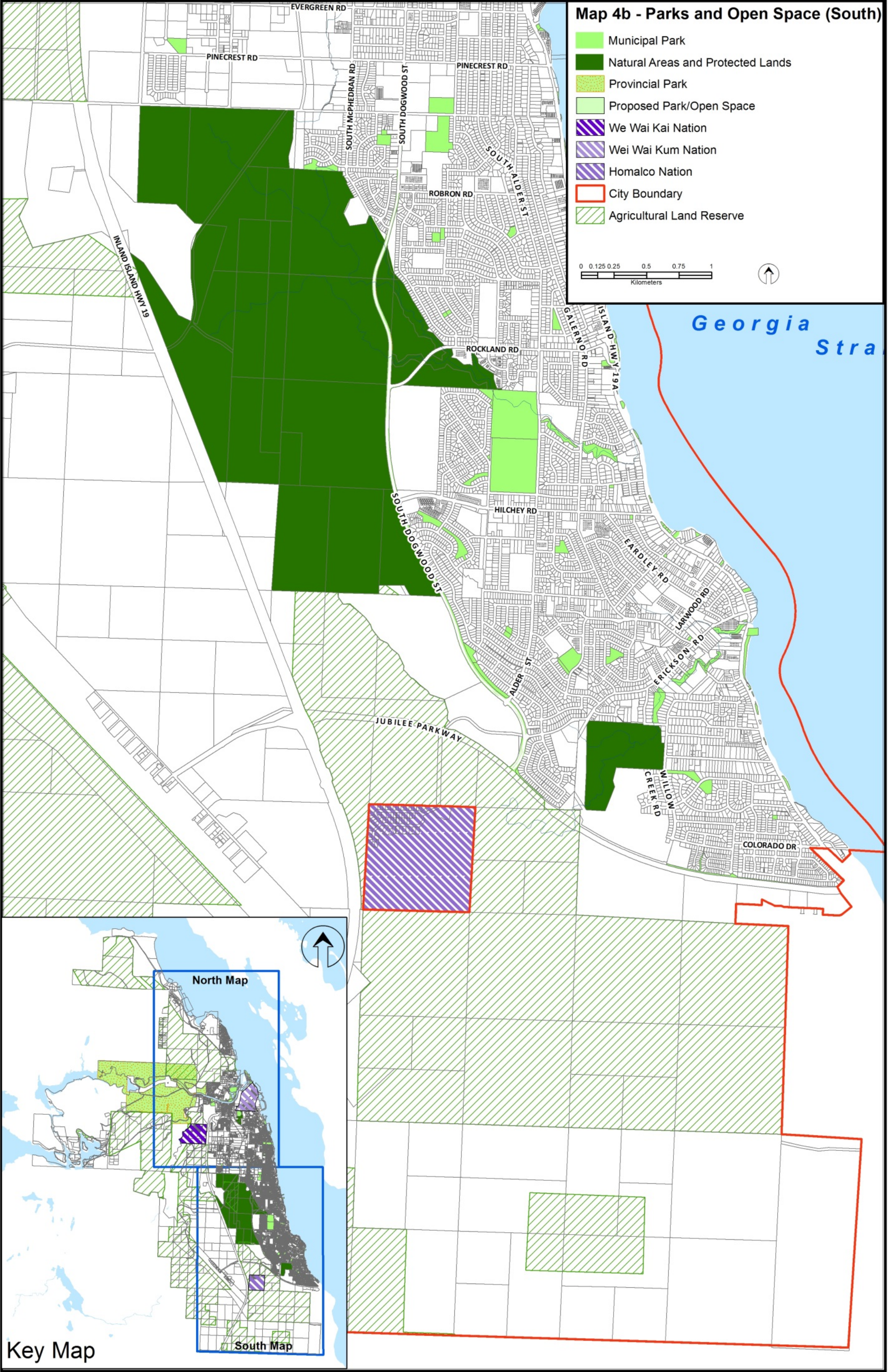


Map 4a - Parks and Open Space (North)

- Municipal Park
- Natural Areas and Protected Lands
- Provincial Park
- Proposed Park/Open Space
- We Wai Kai Nation
- Wei Wai Kum Nation
- Homalco Nation
- City Boundary
- Agricultural Land Reserve



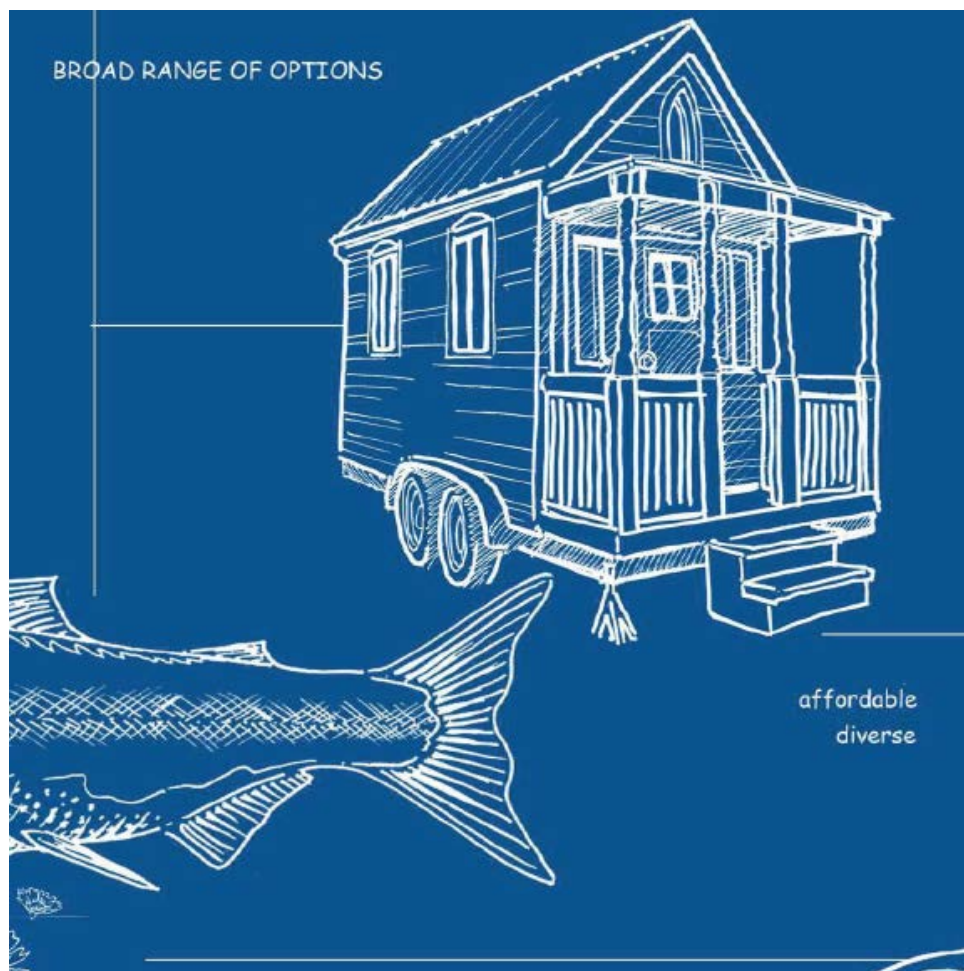






## 7 Housing Diversity & Affordability

*Campbell River includes a broad range of affordable and diverse housing options across the community.*





## Desired Outcomes for Housing Diversity & Affordability

### By 2020:

- » Campbell River will retain its current strength in local housing affordability with the average household not spending more than 30% of its income on housing.
- » Campbell River's stock of affordable rental units is protected and maintained.
- » Housing options for the community's most vulnerable and low income residents will have increased.
- » A wide range of housing types support the needs of a diverse, multi-generational community.

### By 2060:

- » Campbell River is close to the provincial average for housing types such as single family houses, secondary suites, secondary residences (e.g. coach houses or garage suites) and multi-family dwellings such as apartments, townhouses, and duplexes.
- » Residents can live, work, and play in all residential neighbourhoods.
- » Housing options will exist for all residents - including the community's most vulnerable and low income individuals and families - with the percentage of the population without access to affordable and appropriate housing approaching zero.

**Achieving these Desired Outcomes furthers the following Sustainability Priorities:**



Skilled Workforce



Social Equity & Cohesion



Individual Health



Shelter

**See Sustainable Campbell River: Framework for more detail.**

## Context

The provision of diverse, affordable housing options is essential for vibrant communities. Residential densities and location relative to working, shopping and recreational destinations determine a City's transportation and infrastructure needs, impacting health, quality of life, greenhouse gas emissions, neighbourhood vibrancy, and the City's economic bottom line. Neighbourhoods that provide a range of housing for individuals with different needs are more inclusive and socially sustainable in nature. They allow existing residents to "age in place" and provide appropriate housing for young people, families, vulnerable populations, and others.

In Campbell River<sup>8</sup>:

- » Home prices are affordable relative to other larger urban centres on Vancouver Island.
- » Rental opportunities are plentiful and are more affordable than the BC average.
- » There is proportionally much more single family housing than elsewhere in the province, which means that the community offers fewer apartment and other multi-family units for residents. This suggests that there could be a potential housing stock gap in meeting different housing needs for increasingly diverse residents, as outlined in the "Housing Continuum" figure on the following page.

## City's Role

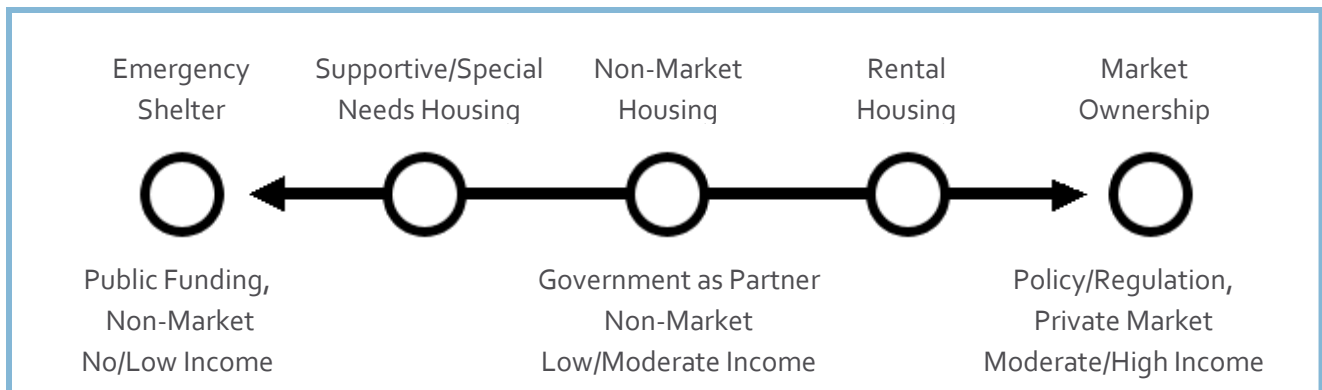
The Province of British Columbia has jurisdiction and regulatory power over many housing matters, such as construction standards and providing non-market housing options for low- or no-income families. Local governments play a major role by regulating the provision of market housing and can adopt policies, programs (including incentives) and partnerships that support local housing goals. With respect to affordable housing, the City of Campbell River maintains an *Affordable Housing Strategy*, whose three goals form the foundation of this section's objectives and policies.



Source: Flickr user WindyWinters

<sup>8</sup> These points are drawn from: City of Campbell River. May 2010. *Affordable Housing Strategy*.

## The Housing Continuum



*The Housing Continuum describes different housing needs and support mechanisms, recognizing that residents' housing requirements evolve with time and changing circumstances.*

## Objectives & Policies

### 7.1 Promote diverse housing options and support the ability of the community to benefit from development.

- 7.1.1 Parking requirements for multi-family residential developments in locations that are serviced by transit may be reduced so that the sale of residential units can be decoupled from the sale of parking spaces.
- 7.1.2 Opportunities will be considered to "fast-track" the development approval process for low income and non-market housing.



### 7.2 Foster the development of affordable and supportive housing, particularly for Campbell River's most vulnerable populations.

- 7.2.1 Density bonuses, height relaxations, property tax reductions and other mechanisms may be considered to facilitate residential development that provides affordable units and/or housing geared to vulnerable populations, including low income residents, individuals with accessibility needs, seniors, and others requiring supportive housing.
- 7.2.2 Incentives may be considered to encourage residential development of vacant infill lots.
- 7.2.3 When deemed appropriate, the City may work with proponents to resolve non-compliances with development standards to encourage adaptive re-use.
- 7.2.4 Conditions may be applied for zoning approval or strata-title conversion applications that require the developer to register housing agreements on titles that prescribe resale conditions such as affordable resale prices and rental rates.
- 7.2.5 Zoning regulations will be reviewed and revised as appropriate to permit secondary suites and secondary residences (e.g. coach houses or garage suites) as a way to broaden housing choice and increase affordability for both home owners and renters.



7.2.6 Zoning regulations will be reviewed and revised as appropriate to increase permitted housing typologies in residential and mixed-use zones.

7.2.7 Affordable, rental and special needs/supportive housing – including seniors housing – will be permitted throughout the City, with preference given to locations or nodes that provide amenities and services, and transit.

7.2.8 Other City planning initiatives – such as economic development plans, transportation plans, and infrastructure plans – will consider housing affordability objectives and seek to integrate responsive strategies wherever possible.

7.2.9 To meet the needs of residents requiring emergency shelter or supportive housing, the City, where possible, will work with local service providers, non-governmental organizations, community groups, and senior levels of government to locate emergency shelter facilities in the community on an as needed basis.



### **7.3 Encourage the development of affordable units, maintain good supply of rental units, and/or provide other housing for vulnerable populations.**

7.3.1 Opportunities will be considered to provide suitable resources to meet Objective 7.3 by partnering with the Provincial Government, non-governmental organization housing providers, and the development community.

7.3.2 The Federal and Provincial Governments will be lobbied and the Vancouver Island Health Authority will be encouraged to more effectively address homelessness in the areas outlined in Campbell River's *Affordable Housing Strategy*.

7.3.3 Land assets may be set aside or “banked” for use in future for housing projects, with rezoning and/or resale conditions that assist in meeting Objective 7.3.



## 8 Transportation & Mobility

*Campbell River's transportation system offers safe, accessible, convenient, and affordable choices with emphasis on high quality walking, cycling, and transit options.*





## Desired Outcomes

### By 2020:

- » At least 12% of all trips to work in Campbell River are made by walking, cycling, or transit.
- » Transit services are provided throughout the entire day and into the evening, seven days a week and provide connections both locally within Campbell River and regionally to the Comox Valley Transit System.
- » Sidewalks, greenways, and other pedestrian amenities are improved around key pedestrian generators.
- » A safe, connected network of bicycle facilities has been developed.
- » The City's road network has been enhanced to improve mobility and safety for all users.
- » Short driving trips are reduced, with residents meeting many of their daily needs by walking, cycling and transit.

**Achieving these Desired Outcomes further the following Sustainability Priorities:**



Climate & Energy



Local Economy



Social Equity & Cohesion



Individual Health

**See Campbell River's SCR: Framework for more details.**

### By 2060:

- » At least a third of all trips to work are made by walking, cycling or transit.
- » Walking, cycling, and transit are attractive options and accessible for people of all ages and levels of mobility.
- » Residents of Campbell River can meet most of their daily needs by walking, cycling or using transit.
- » Transit provides frequent, direct, and convenient service within and between compact, mixed use centres.
- » New and upgraded transportation centres, transit facilities, and greenways incorporate sustainable water and waste management.
- » The City has a complete, connected, and safe bicycle and pedestrian network.

## Context

The proximity of where people live to where they work, shop, and play is the most significant factor affecting how people travel. The type, scale, and mixture of land uses along with densities of those uses, will largely determine how far, and consequently what mode of transportation, people will use to get to their destinations.

In Campbell River:

- » Road transportation accounts for 67% of greenhouse gas emissions, which is higher than the provincial average. The majority of these greenhouse gas emissions are from light trucks, vans, SUVs, and small passenger cars.
- » In Campbell River, approximately 78% of the labour force drives to work, which is higher than the provincial average. 9% commute to work as passengers, while approximately 3% take public transit, 6% walk, and 1% cycle.
- » Most trips in Campbell River are relatively short, with over half of all residents living less than 5 km from their place of work. This is significantly higher than the provincial average. As short trips are attractive for walking and cycling, these present opportunities to encourage non-automobile travel for short distance trips.

### City's Role

Land use is the most significant factor that affects how people travel. While vehicle emission standards, regional transportation systems, and transportation-related programs and incentives are within the realm of senior governments, the city's role in regulating land use has a tremendous impact on whether people walk, cycle, or drive to work, shopping and recreation areas.



## Objectives & Policies

### 8.1 Prioritize walking in Campbell River.

- 8.1.1 Sidewalk coverage will be strategically increased as financial resources permit and as guided by the *Master Transportation Plan*.
- 8.1.2 Enhanced pedestrian treatments will be incorporated and prioritized into pedestrian precincts, as identified in the *Master Transportation Plan* "Pedestrian Priority Areas" Map. Enhanced pedestrian treatments include improved crossings, accessibility, and amenities such as signage and wayfinding, landscaping, benches, and lighting.
- 8.1.3 The development and improvement of the greenways loops and other greenways will be supported by the City and through partnerships with senior levels of government. Improvements include: continuous, accessible pathway along streets to support both pedestrians and cyclists; significant landscaping, narrow crossings; traffic calming; pedestrian rest areas and lighting; public art and interpretative signage; and alternative stormwater management techniques such as rain gardens and bioswales.



## 8.2 Develop and improve the role of bicycle facilities to increase the cycling mode share.

- 8.2.1 Enhancements to the bicycle network will be supported by the City and through developments and partnerships with senior levels of government, focusing on existing routes and planned routes as identified in the *Master Transportation Plan* “Long Term Bicycle Network” Map.
- 8.2.2 Comprehensive design guidelines will be developed and maintained for both on-street and off-street bicycle facilities that support:
- corridor treatments that include bicycle lanes, paved shoulders, marked wide curb lanes, local bikeways, and multi-use pathways; and
  - crossing treatments that include marked crossings, median islands, signalized crossings, bicycle loop detectors, bike boxes and grade-separated crossings.
- 8.2.3 Bicycle support strategies will be established by the City and through private developments and partnerships with senior levels of government to develop and enhance:
- on-street bicycle parking with bicycle racks, corrals, shelters, and lockers;
  - wayfinding and route signage;
  - public bike sharing programs;
  - end-of-trip facilities;
  - bicycle-transit integration through racks on businesses and secure parking at major transit facilities and centres; and
  - education and awareness programs on cycling skills, safety, routes, destinations, parking, retailers, and others.



## 8.3 Increase the viability and attractiveness of transit, and increase its mode share.

- 8.3.1 Partnerships with BC Transit and land use regulations will be established and maintained to improve transit services by fostering the following as per the *Transportation Master Plan* “Long-Term Transit Strategy” Map:
- the provision of a Frequent Transit Network (FTN) with more convenient, reliable, and frequent service throughout the entire day and on evenings, seven days per week, on Dogwood Corridor and Island Highway Corridor;
  - the provision of a Local Transit Network (LTN) with direct, relatively frequent service that runs all day and into the evening, on Alder Corridor, North Campbell River, Peterson-Downtown Circulator, and Jubilee; and
  - the provision of services that focus on the following targeted needs: regional services that provide connections between cities; neighbourhood service areas; HandyDART services, and seniors transit.
- 8.3.2 Transit priority treatments will be established as financial resources permit, and include physical, operational, and regulatory improvements.

- 8.3.3 Partnerships with BC Transit will be maintained to increase the attractiveness and accessibility of passenger facilities at transit exchanges, stops, and facilities, and to improve customer information and expand transit pass programs.

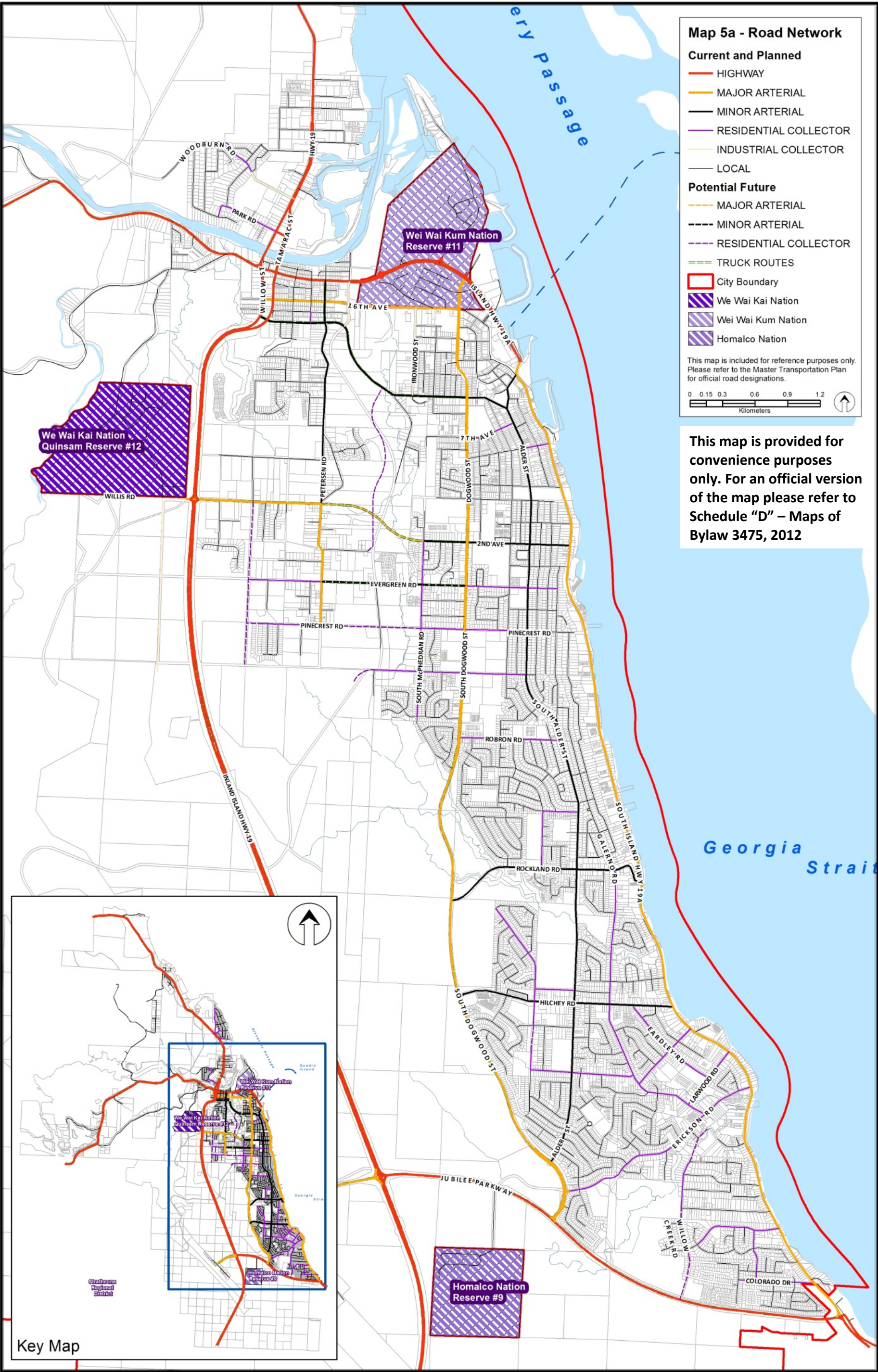
#### **8.4 Improve the long-term street network for safe, multi-modal use in a fiscally responsible manner.**

- 8.4.1 Short and long term decisions regarding the configuration and design of roads and supporting facilities, as well as relationships with adjacent land uses, will be guided by the *Master Transportation Plan* Roadway Classification Guidelines and “Updated Road Network Classification” Map.
- 8.4.2 New road construction, major road enhancements and improvements, neighbourhood traffic management must be consistent with priorities outlined in the *Master Transportation Plan*.
- 8.4.3 The cost of transportation infrastructure expansion and extension needed to serve new development should be entirely borne by the development which they serve.

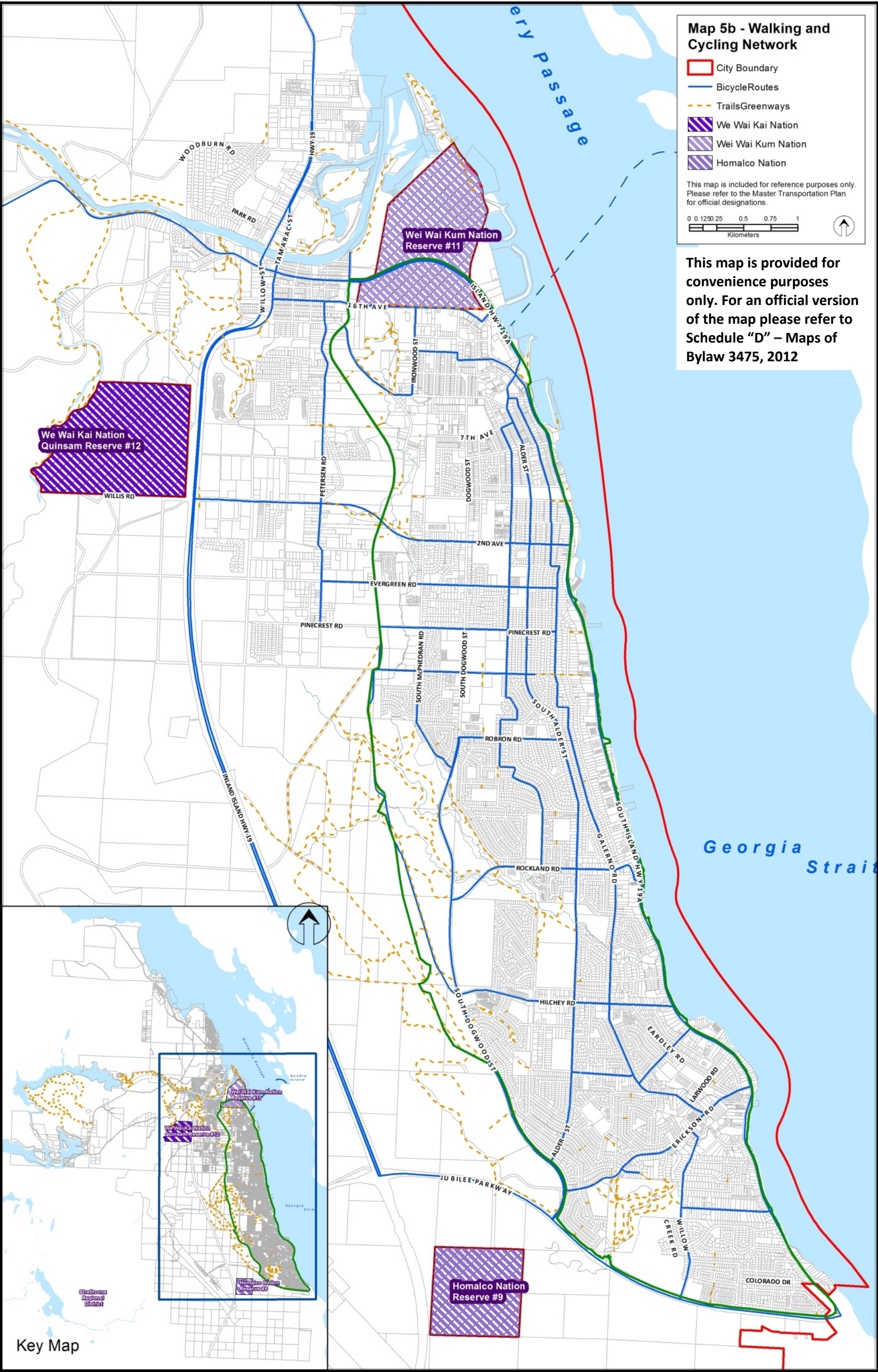
#### **8.5 Support walking, cycling, and transit use through transportation demand management.**

- 8.5.1 Land use decisions must support walking, cycling and transit, as provided in Part II of this Plan.
- 8.5.2 Parking regulations will be updated and maintained to integrate parking management strategies, including but not limited to preferential parking areas for car sharing, on-street parking time limits, and parking requirement maximums or reduced and flexible bylaw requirements based on provision of other services such as shared parking, transit passes and bicycle parking.
- 8.5.3 The City will work with partners and local organizations to distribute information for purposes of educating and raising public awareness about walking, cycling, and transit as local transportation mode options.

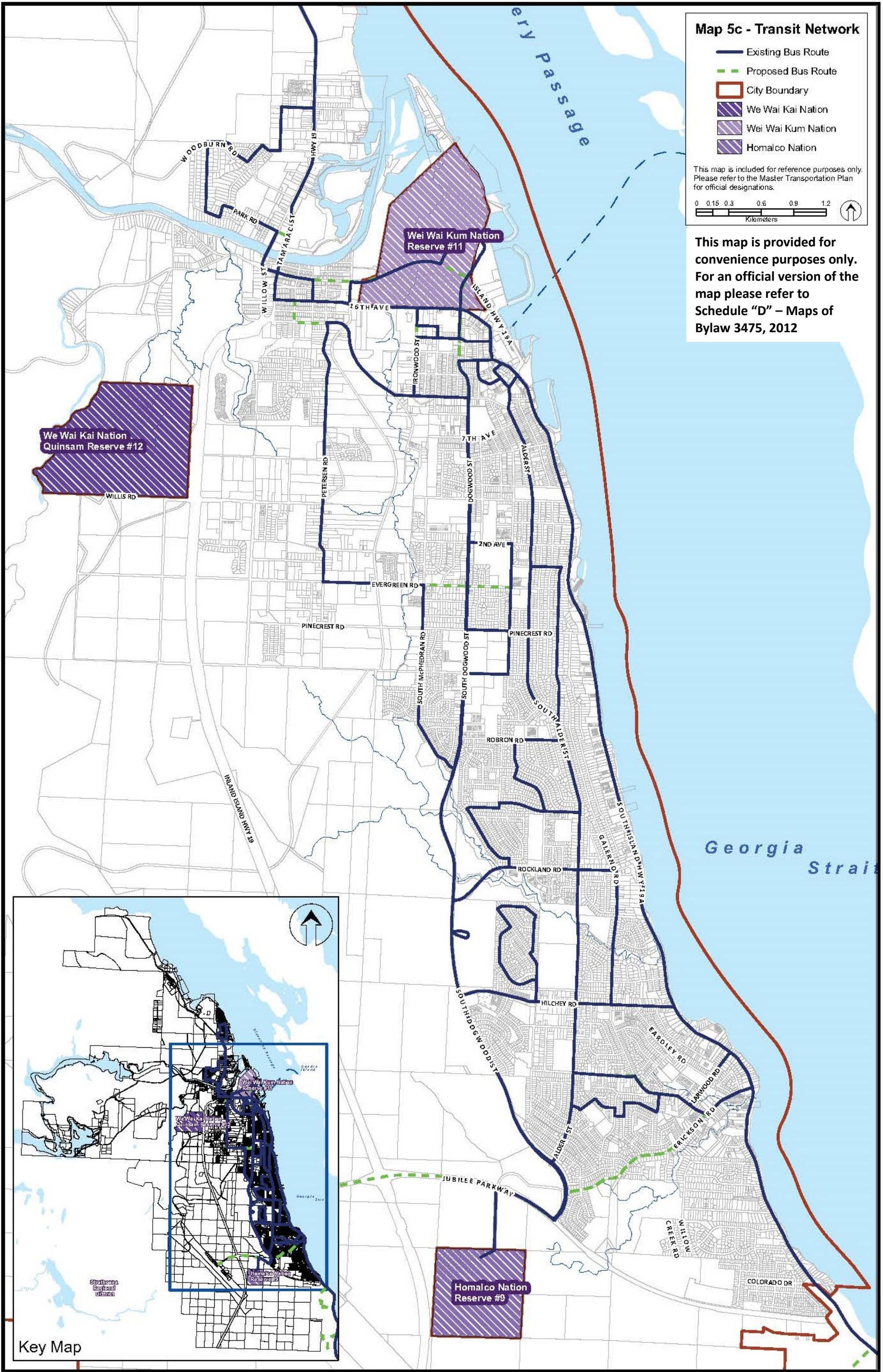














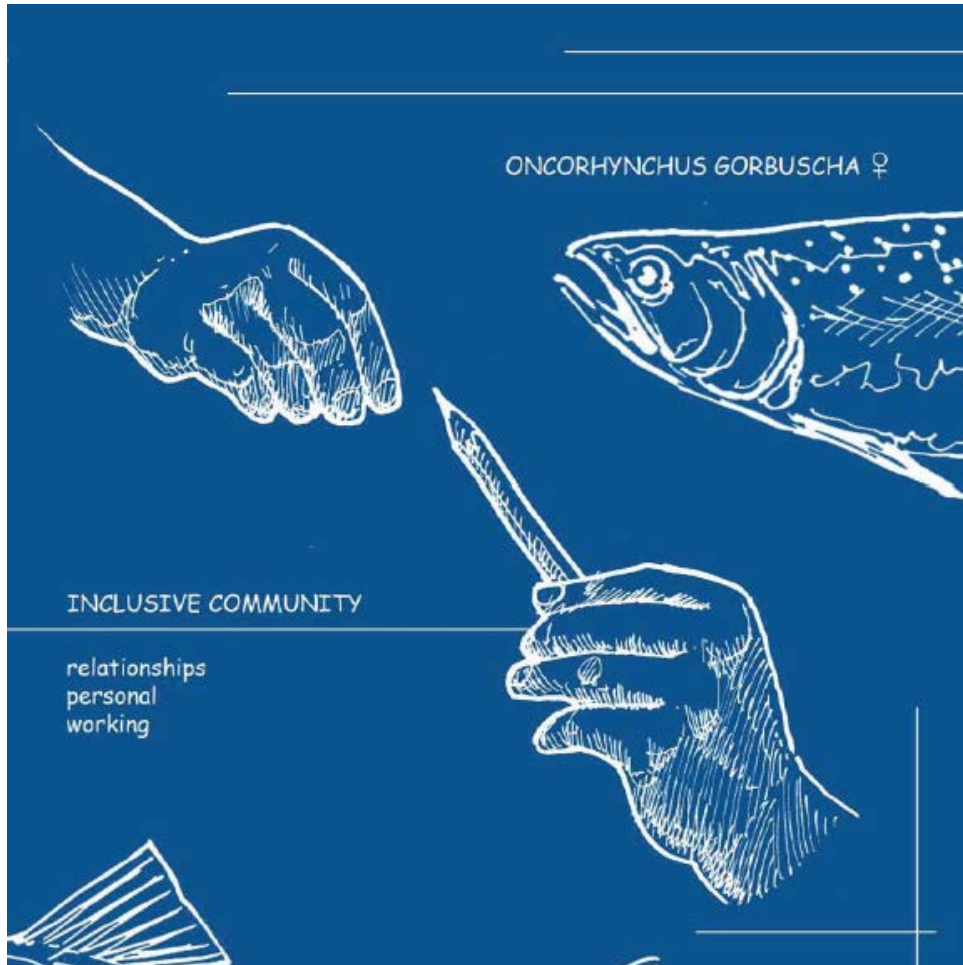






## 9 Mutual Respect & Strong Relationships

*Campbell River is an inclusive community where all cultures are embraced and personal and working relationships with local First Nations communities contribute to cross-cultural understanding and respect.*





## Desired Outcomes

The desired outcomes for Collaborative Inter-Cultural Planning & Governance Partnership between Four Governments include the following:

### By 2020

- » We honour and enforce our signed *Government to Government Charter*.
- » Our *Partnership and Governance Charter and Strategy* is celebrated and widely known within our communities.
- » We have developed a unique working relationship based on recognition of Aboriginal rights and title, reconciliation, inclusion, mutual trust, respect, cooperation and communication.
- » We work on a government to government basis and have strong Council to Council and staff relationships.
- » All Governments are familiar with, and respect, each other's unique governance structures, jurisdiction, cultural protocols, cultural history and systems of decision-making.
- » We keep current on governance and planning opportunities and synergies.
- » We collaboratively define goals and objectives for the future of our relationship and monitor and evaluate the effectiveness of our working relationship.
- » We have established a tradition of ongoing acknowledgement of our efforts by means of public celebration and formal recognition.
- » Local place names, signage, icons and official publications are immersed in First Nations language and cultural symbols throughout the City of Campbell River and surrounding region.

## By 2060

- » First Nations are fully self-governing and leading players in all aspects of community life in the City of Campbell River.
- » Our long term vision based on our common goals and mutually supportive policies outlast political turnover because the citizens of Campbell River and First Nations truly endorse community-based planning.
- » We have developed and integrated a shared and sustainable vision with major milestones for the Campbell River region based on our diversity, unique differences, values, culture and history.
- » We maximize the efficiency and stewardship of our lands and resources through long-term planning, technology, resource sharing, joint infrastructure development and joint service delivery.
- » Our Campbell River regional economy is flourishing and our First Nations labour force is highly skilled and utilized. We collaborate extensively in tourism and business development to promote the region as a whole.
- » Our innovative collaborative Inter-Cultural Planning & Governance Partnership based on extensive partnerships, equality, joint decision-making and shared revenue systems serves as an example to other regions around the world.



Artist: Jill Banting, 2010

## Sharing our Stories

This image was created to illustrate the stories, themes, and visions shared during the Youth and Elder Storytelling Forum, held December 6, 2010. The Storytelling Forum was a joint initiative hosted by the Wei Wai Kum, We Wai Kai, and Homalco First Nation and the City of Campbell River. The evening promoted cultural sharing and learning for the community.

## Context

Building strong relationships between the City and We Wai Kai, Wei Wai Kum and Homalco Governments is viewed as an important step to continuing the foundation of improved working relationships. Effective working relationships that are mutually beneficial, collaborative, reciprocal and culturally appropriate are seen to be essential and rewarding. As a step towards changing the relationships, in April of 2010, the City and two First Nations signed a Memorandum of Understanding to participate in the City's review of its SOCP based on a collaborative planning approach. The objectives and policies contained in this section represent outcomes of collaboration between three First Nations over a year long period. The four governments desire a more effective and sustainable relationship, one that is more inclusive and consultative, one that promotes recognition, increases cultural and historical understanding, and mutual respect, between First Nations and the City of Campbell River, including the broader community.

In Campbell River:

- » The We Wai Kai Nation, Wei Wai Kum Nation, Homalco Nation and City of Campbell River share a vision for sustainability with major milestones for the Campbell River region based on our diversity, unique differences, values, culture and history.
- » We are familiar with, and respect, each other's unique governance structures, jurisdiction, cultural protocols, cultural history and systems of decision-making.
- » We work on a government to government basis and have strong Council to Council and staff relationships that are strategic, practical and mutually supportive.
- » We have a tradition of ongoing acknowledgement of our efforts by means of public celebration and formal recognition.
- » We have a unique working relationship based on recognition of Aboriginal rights and title, reconciliation, inclusion, mutual trust, respect, cooperation and communication.
- » Our *Partnership and Governance Strategy* is celebrated and widely known within our communities, and it has reconciled our differences and promoted increased tolerance and understanding amongst First Nations and non-First Nations populations.
- » Our collaborative Inter-Cultural Planning & Governance Partnership serves as an example to other regions around the world.

## Objectives & Policies

### **9.1 Overcome the past history of relations through reconciliation, recognition, acknowledgement and respect.**

- 9.1.1 In recognizing that the We Wai Kai, Wei Wai Kum and Homalco First Nations have separate governing powers, and are pursuing self-governance aspirations, the City seeks to understand these changing governance responsibilities and tools on a continuous basis.
- 9.1.2 To increase trust, mutual understanding and support, the City will demonstrate public recognition and respect for local First Nations.
- 9.1.3 To increase cultural awareness and understanding, the City will promote cultural diversity and history of the multiple First Nations who reside in the community.



- 9.1.4 In effort to increase cultural understanding, the City will encourage opportunities for First Nations to share and teach their history and culture with the Council and staff through such initiatives as cultural awareness and learning exchanges.

## **9.2 Increase the scale, effectiveness, results and recognition of collaboration.**

- 9.2.1 Improving shared planning and governance decision-making processes with First Nations requires the City to expand its understanding, capacity and tools to work more effectively together.
- 9.2.2 Based on a set of indicators and milestones, the City will ensure that expectations and desired outcomes are met in collaborating with all First Nations.
- 9.2.3 The City commits to ensuring effective collaboration, follow-through on actions and desired results of agreed to actions to justify the value of working relationships and strategic partnerships.
- 9.2.4 Modifications and adjustments are made to working relationships with the City and First Nations in a collaborative manner to ensure meaningful and sustainable partnerships are realized.
- 9.2.5 Demonstrating the importance and results of collaborative efforts, the City understands the need to inform, acknowledge, share and showcase the results of joint projects and strategic partnerships with First Nations.
- 9.2.6 Recognizing the imbalance of capacity between the City and First Nations, the City will accommodate the ability of First Nations to respond to requests given the volume, timing and complexity of requests in some cases.



### **9.3 Create meaningful, inclusive and effective working relationships that generate mutual results.**

- 9.3.1 Recognizing the strategic value of collaborative governance and planning, the City will engage local First Nations to identify a common vision, areas of common interest and opportunities of strategic collaboration with First Nations when undertaking initiatives of sub-regional significance such as investments in major public facilities, transportation and economic development initiatives.
- 9.3.2 In an effort to enhance governmental cooperation, the City will work collaboratively with First Nations to define and maintain the characteristics and standards of a sustainable relationship.
- 9.3.3 In appreciation of the need to create meaningful and inclusive relationships, the City respects the need to demonstrate the effectiveness and quality of collaborative working relationships and will assess strategic opportunities.
- 9.3.4 The City commits to ongoing and consistent engagement and communication with First Nations in an effort to enhance mutual understanding and aid in resolving current or future planning issues in a timely manner.
- 9.3.5 To deepen understanding and learning about the political and governance systems of each First Nation government, the City will seek to identify and understand the implications that these different sets of jurisdiction have on planning and decision-making in the sub-region.

### **9.4 Increase standards of communication and engagement to promote mutual understanding and respect.**

- 9.4.1 To build strong and mutually supportive working relationships, understanding and a commitment to action, the City will develop and maintain a resilient system of communication with First Nations.
- 9.4.2 In the commitment to building and promoting healthy, meaningful relationships that inspire action and results, the City will embrace face to face collaboration between Council, manager and staff levels of all First Nations governments.

### **9.5 Collaborate on land use planning & management of lands within the City and Region.**

- 9.5.1 Recognizing the need and value of cooperation, the City will seek opportunities to collaborate on joint land use planning and management issues with First Nations to promote the sustainable future of the Campbell River region.

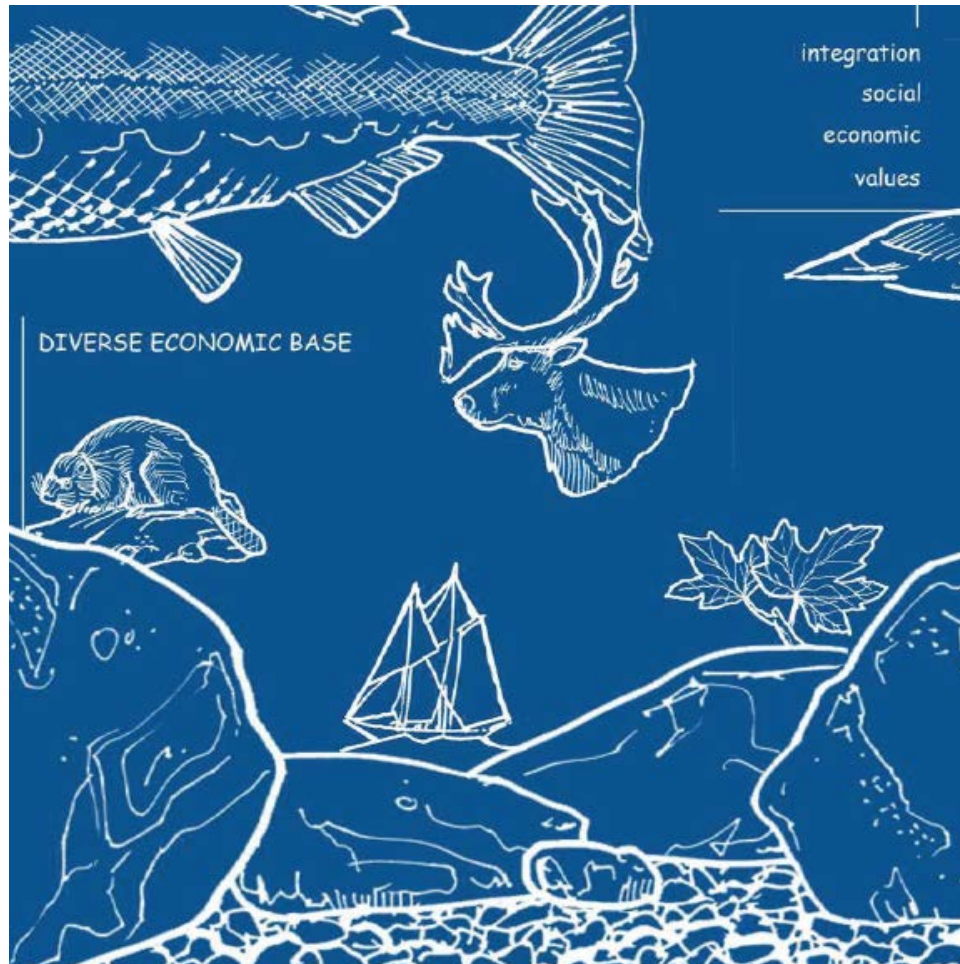
## 9.6 Promote strong business relationships and expand local economy.

- 9.6.1 To create a shared and sustainable economic vision for the Campbell River as a whole, the City will seek opportunities to engage First Nations in ongoing planning initiatives, including sector and project level planning to ensure meaningful results.
- 9.6.2 To generate and sustain economic wealth for Campbell River as a whole, the City understands the economic importance of alliances and will seek opportunities to work collaboratively with First Nations on an ongoing basis.
- 9.6.3 On the basis of mutual respect, reduced competition, and equal opportunity, the City will promote joint venture and collaborative management on the basis that responsibilities and benefits are to be shared accordingly.



## 10 Local Economy

*Campbell River enjoys a diverse economic base that integrates social and ecological values and contributes to a high quality of life for residents and business owners.*





## Desired Outcomes for Our Local Economy

### By 2020:

- » A majority of businesses utilize a triple-bottom line approach (financial, social and environmental effects of a business's policies and actions determine its viability as a sustainable organization).
- » Community-based businesses are growing in number and strength.
- » Sufficient and relevant education and training opportunities exist to close the gap between employee needs and employee skills.
- » Campbell River is noted for provincial and national best practices in economic development policy and programming, with an emphasis on sustainable economic development.
- » Campbell River has an increasingly diversified tax base that fairly balances the needs of all tax payers.
- » Campbell River will become a regional centre for innovation.
- » Campbell River's natural assets and quality of life continue attracting new business and industries.

### By 2060:

- » Resident employment and income levels exceed provincial averages.
- » The economic base is diversified, with major contributions from the private sector and minimal reliance on any single industry.
- » Campbell River has made a successful transition to a technology-based and information-led economic model, one less dependent on basic activities and more oriented toward value-driven and stable goods and services production.
- » Campbell River excels in economic-related and other quality of life measures.
- » The City's function as a regional centre continues to evolve.

Achieving these Desired Outcomes further the following Sustainability Priorities:

|                                                                                       |                          |
|---------------------------------------------------------------------------------------|--------------------------|
|    | Climate & Energy         |
|    | Ecosystem Integrity      |
|    | Local Economy            |
|   | Skilled Workforce        |
|  | Social Equity & Cohesion |
|  | Food Self-Sufficiency    |
|  | Identity & Culture       |

See Campbell River's SCR: Framework for more details.



## Context

A diverse, resilient economy contributes to prosperity and quality-of-life, providing for stable employment, capital investment, support for community good and services, and property taxes that pay for public infrastructure, services, and amenities. Sustainability challenges require that economic strategies are developed within the context of ecological limits.

In Campbell River:

- » Campbell River's population of over 31,000 has been growing steadily over the last five years, and is expected to grow over the next 25 years in line with provincial growth.
- » In the short-term, the proportion of children and youth is forecasted to shrink, with the number of residents of retirement age expanding significantly.
- » The population is relatively well educated with a profile that reflects the resource industrial base. There are greater proportions of trade certification compared to the province, but a lower proportion of university graduates.
- » Job trends have changed significantly in recent years. In 1996, 37% of all jobs in Campbell River were in goods-producing industries. By 2006, this had declined to 29%, and is expected to drop again in 2011.
- » Sources of community wealth are also changing in Campbell River. In 1991, 43% of all community income came from forestry, mining, and the commercial fishery. By 2006, this share dropped to 32%, with further declines in forestry anticipated for 2011. These changes have increased the share of public services jobs (including health and education), as well as wealth redistribution efforts (i.e. transfer payments) by government.
- » Major projects are an indicator of near-term investment and employment trends. Hydro projects account for the bulk of proposed development, including potential upgrades at existing BC Hydro facilities and two large Independent Power Projects on the mainland.
- » Energy expenditures represent a major cost and opportunity, with Campbell River residents and businesses spending a combined \$94.6 million (or \$3052 per person) on energy in 2007.
- » According to a recent employer survey sponsored by the Campbell River District Chamber of Commerce, there is a healthy level of business confidence and evidence of resilience to economic change locally.

## City's Role

While most economic policy and regulation falls within the jurisdiction of other levels of government, local governments play a major role in local economic development through its policies, programs, and investments. For example, strategic land use planning, urban design, and public realm investments can serve to create more attractive and vibrant downtowns and neighbourhoods that attract residents, businesses, shoppers, and other visitors. In Campbell River, the City receives its economic development services from its wholly-owned subsidiary, Rivercorp.

## Objectives & Policies

## 10.1 Apply best practices in economic development policy and programming, with an emphasis on green economic development.

- 10.1.1 Home-based work, live-work, and tele-commuting are encouraged and supportive policies and regulations will be maintained.
- 10.1.2 Diverse, flexible housing development that appeals to working age families is supported in policies, regulations, and the development process.
- 10.1.3 The City will work with the development industry to ensure a commitment to service, competitive costs, and a fair, transparent development process.
- 10.1.4 High standard urban design guidelines and land use planning will be maintained to ensure Campbell River's downtown and other destinations continue to attract residents, workers, businesses, and tourists.
- 10.1.5 The City will work with partners to provide research and business development services in support of a Business Improvement Area (BIA) among merchants and property owners that contributes to a strong, vibrant, and successful downtown.
- 10.1.6 Where it is cost-effective and when it increases absorption of employment lands and development sites, the City may conduct pre-development planning including land use designation and rezoning, extending municipal services, facilitating permitting, undertaking pre-approvals, and conducting pre-feasibility analyses.
- 10.1.7 Areas suitable for sand and gravel extraction are outlined in Map 6: Areas Suitable for Sand and Gravel Extraction & ALR Boundaries.
- 10.1.8 Local renewable and green energy development will be supported and may be pursued, including opportunities as outlined in Map 7: Local Energy Opportunities.



## 10.2 Increase local economic diversity.

- 10.2.1 Principles agreed to in the *Community Accord on Workforce Development*<sup>9</sup> shall be adhered to in workforce transition and economic development planning and investments.
- 10.2.2 Job growth and industry development in diverse and emerging sectors are supported and maintained through planning initiatives



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<sup>9</sup> These are: 1) Workforce development is relevant and important to their organization's purpose and mandate; 2) Each partner organization has unique strengths to build upon and to contribute to the advancement of workforce development; 3) Collaboration between the Partners will advance the Vision and Goals of workforce development; 4) Community capacity, goodwill and productive relationships will arise from collaborating, communicating and planning in an effective and efficient manner; 5) The Shared Purpose, Vision, and Goals will be achieved with the support of leadership that is committed to concrete, specific, and measurable actions; and 6) The Accord is inclusive and will link with other community initiatives that seek to build a healthy and prosperous future for our communities and region.

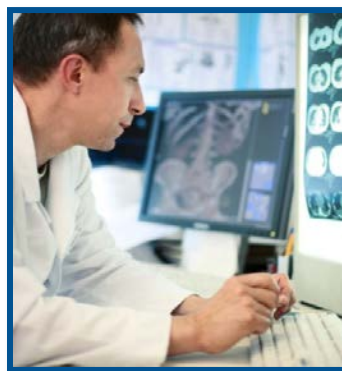
and plans such as the Campbell River *Agricultural Plan* and Campbell River *Community Energy and Emissions Plan*.

- 10.2.3 Support and facilitate partnerships and pilot investments that target emerging sectors such as renewable energy, food and agriculture, and arts and culture and other creative industries.
- 10.2.4 Market initiatives to reach out to entrepreneurs, working-age families and in-migrants – including immigrants – to build on Campbell River’s identity as a thriving, culturally-rich, business-friendly community with a high quality of life.



### **10.3 Support the establishment of Campbell River as a regional centre of innovation.**

- 10.3.1 The City will partner with businesses, non-governmental organizations, and other levels of government to support the development of economic clusters, focusing on strengthening innovation in strategic sectors such as energy, agriculture and food, arts and culture, and education and training.
- 10.3.2 Where possible, the City will work with businesses, non-governmental organizations, other levels of government, and educational institutions to support post-secondary education and skill development opportunities.
- 10.3.3 Campbell River’s communications and marketing programs – including branding, positioning, messaging, and targeting – will promote and leverage the competitive strengths of Campbell River as a regional business and service centre for the North Island Region.

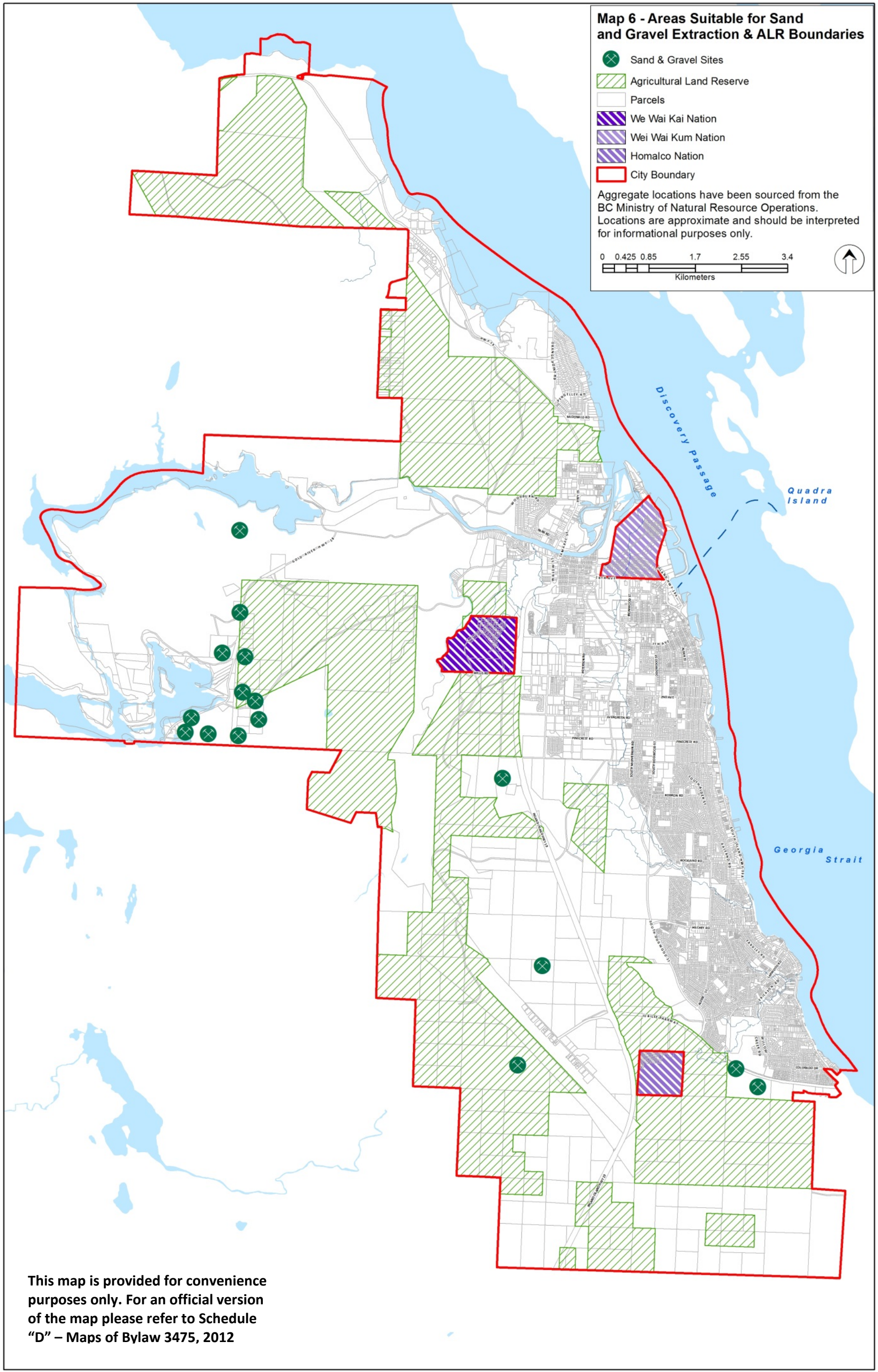
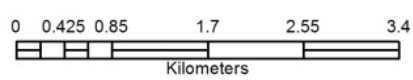




Map 6 - Areas Suitable for Sand and Gravel Extraction & ALR Boundaries

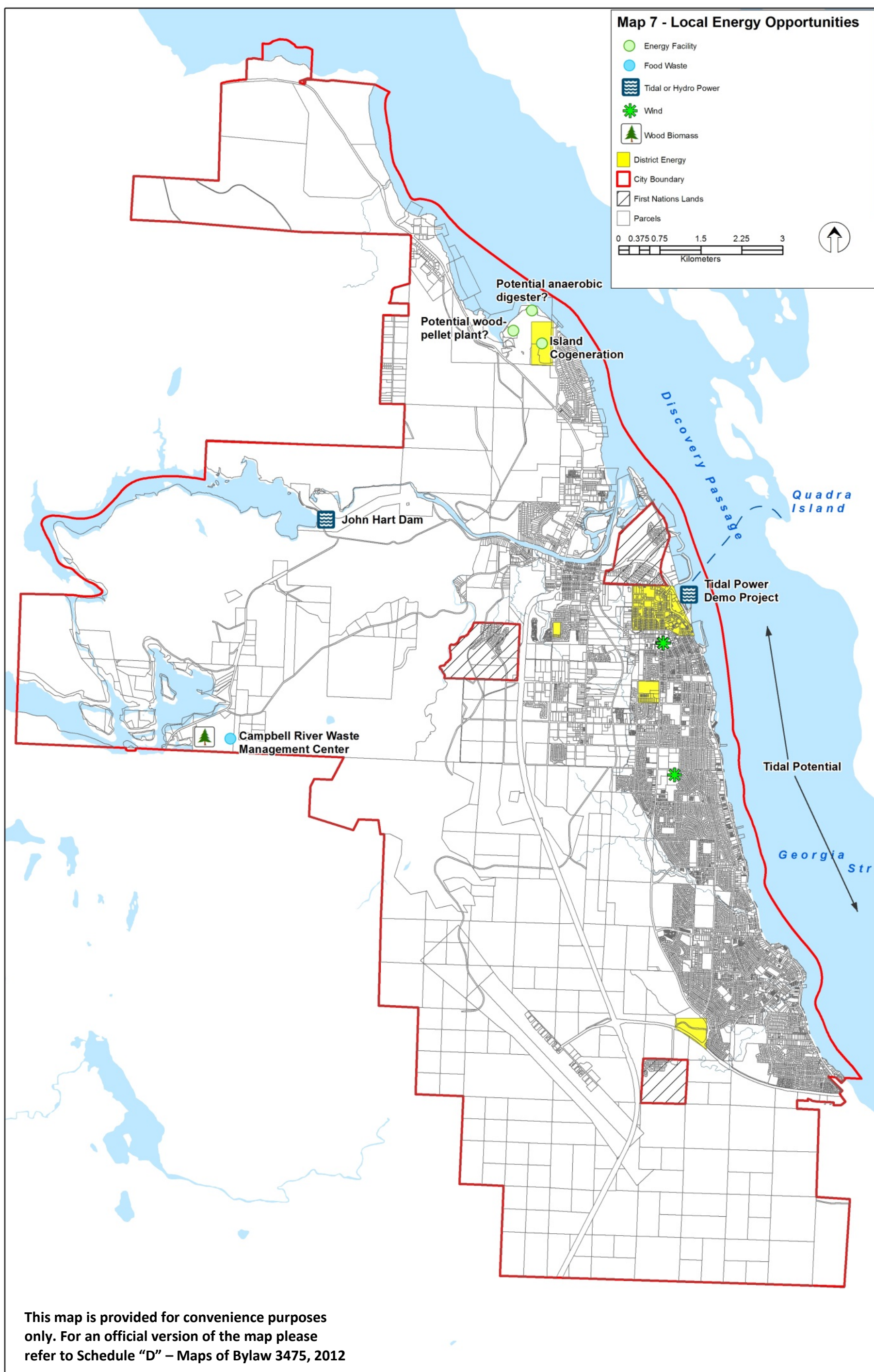
-  Sand & Gravel Sites
-  Agricultural Land Reserve
-  Parcels
-  We Wai Kai Nation
-  Wei Wai Kum Nation
-  Homalco Nation
-  City Boundary

Aggregate locations have been sourced from the BC Ministry of Natural Resource Operations. Locations are approximate and should be interpreted for informational purposes only.



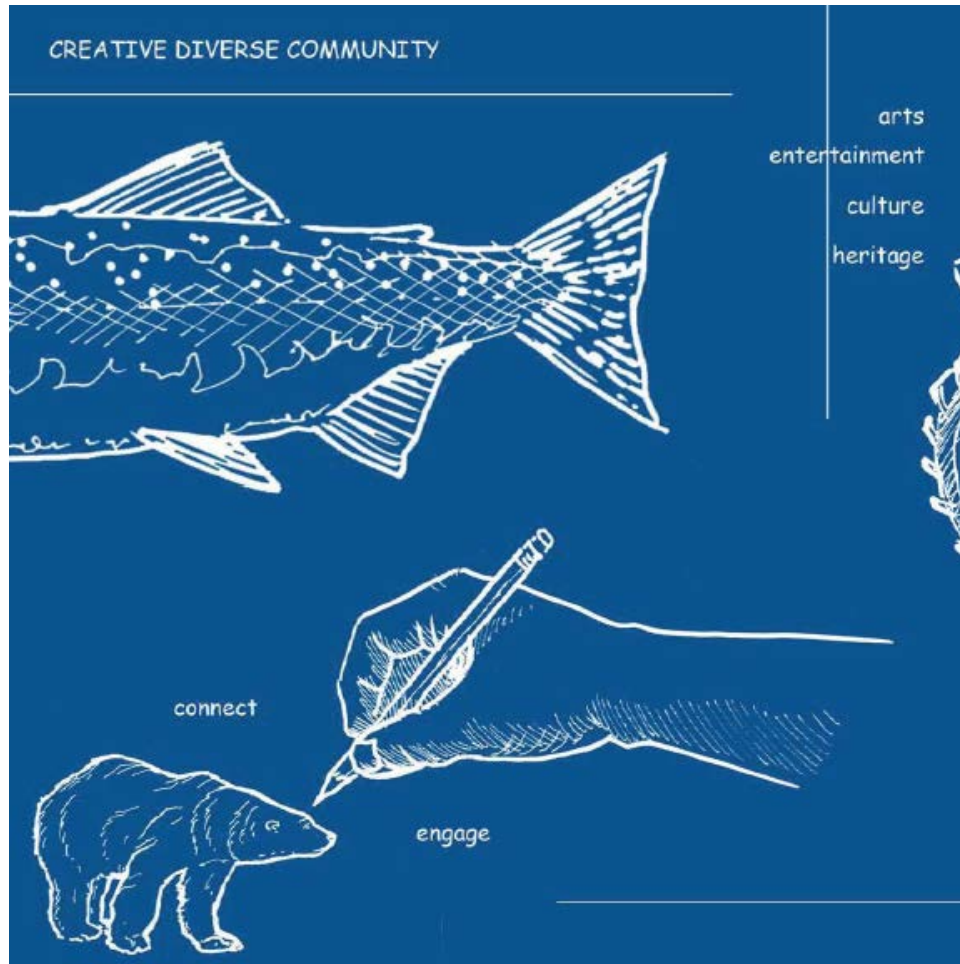
This map is provided for convenience purposes only. For an official version of the map please refer to Schedule “D” – Maps of Bylaw 3475, 2012





## 11 Creative Community

*Campbell River will be a creative and diverse community where arts, entertainment, culture and heritage flourish through engaging and connecting people, supporting innovation and providing a foundation for a vibrant community.*







## Desired Outcomes for Our Creative Community

### By 2020:

- » The City partners with community groups and local First Nations to build on existing assets and launch new cultural events, facilities, and programs.
- » Campbell River increases the number of public art installations and expressions.
- » A growing number of heritage assets are classified and restored.
- » Campbell River emphasizes arts, entertainment, culture, and heritage in the ongoing development of its urban image, quality of life, economic development, and marketing strategy.

### By 2060:

- » Campbell River is creative and diverse, with a larger base of residents employed in creative industries.
- » Arts, culture, and heritage assets are mature and protected, and known across British Columbia.
- » Arts, entertainment and cultural facilities meet the needs of all Campbell River residents.
- » Campbell River is recognized as a centre for arts and culture.

**Achieving these Desired Outcomes further the following Sustainability Priorities:**



Local Economy



Skilled Workforce



Social Equity & Cohesion



Individual Health



Identity & Culture

**See Campbell River's SCR: Framework for more details.**

## Context

Arts, heritage, and cultural activities play a vital part in fostering a sense of belonging, building social cohesion, creating a sense of civic pride, preserving collective memory, and providing perspective and encouraging discourse on critical issues. Cultural activities can help build economic vitality by increasing tourism and entertainment opportunities, enhancing education and skills development, and attracting businesses. Arts, culture, and heritage help create prosperous, diverse, and unique communities.



In Campbell River:

- » Just less than 2% of the labour force in the Campbell River area is engaged in arts, culture, and recreation.
- » According to the Campbell River *Cultural Impact Assessment*, “the abundance of creative individuals residing in Campbell River and region comprise a valuable workforce particularly in the area of design (including industrial design, fashion, environmental and urban design, graphics, and web design)”.
- » Campbell River has many arts, culture, and heritage assets. According to a visioning workshop for the *Sustainable Official Community Plan*, these include:
  - » the beauty of the natural environment, including the waterfront;
  - » the region’s history and stories, and a welcoming, vibrant community;
  - » a strong arts community- including the First Nations peoples – and public appetite for public art; and
  - » an array of facilities and centres including the Campbell River Museum, Campbell River Art Gallery, Maritime Heritage Centre, Tidemark Theatre, Sybil Andrews Cottage, Shoppers Row and historic Pier Street, sculptures, Kwanwatsi Big House (The House of Thunder), Haig-Brown House, the Tyee Club, and more.

## City’s Role

While arts, culture, and heritage are funded by and within the purview of senior governments, the City plays an important role in supporting them through: regulation of heritage preservation; provision of vital community spaces and facilities; and promotion of arts and culture in programming, public spaces, and the built environment. The City of Campbell River relies on input from Campbell River’s creative community – including artists, craftspeople, cultural groups, and others – and the Culture and Heritage Subcommittee play an important role in making these links

## Definitions

“Arts” encompasses all art forms from music, dance, writing, film, performance, craft, new media and visual arts, while “culture” is the means by which we identify ourselves through shared knowledge, beliefs and the arts, preserved over time. “Heritage” is a representation of our history through such things as artifacts, stories, structures and significant sites, both built and natural, maintained in the present for the benefit of future generations.” – Campbell River Arts, Culture, and Heritage Ad Hoc Committee

## Objectives & Policies

### 11.1 Partner with community groups, First Nations, and other cultural and ethnic groups to launch new cultural events, facilities, and programs.

- 11.1.1 Community celebrations and recognition of the many diverse cultures in Campbell River will be encouraged.
- 11.1.2 Partnerships specifically between the Wei Wai Kum, the We Wai Kai, the Homalco First Nation, and City of Campbell River will be supported for shared cultural events, facilities, and arts, culture, and heritage initiatives and programs.
- 11.1.3 Partnerships between the City of Campbell River, community groups, and other diverse partners will be supported for shared cultural events, facilities, and arts, culture, and heritage initiatives and programs.



### 11.2 Increase the number of public art installations and expressions.

- 11.2.1 Mechanisms such as density bonusing, height relaxations, and property tax reductions may be considered in association with rezoning and development applications that provide public art installations and expressions.



11.2.2 The City will assess opportunities to support establishment of public art in civic projects and key public spaces through such initiatives as a public art policy or providing for public art in major capital projects.

11.2.3 Public art installations and expressions may be required as part of major developments. They will include professional and/or community-based artwork.



### 11.3 Preserve and restore a growing number of heritage assets.

- 11.3.1 Heritage assets – including buildings, structures, features, and sites – will be protected, preserved and promoted where practical.
- 11.3.2 Volunteer organizations will be supported in identifying heritage assets. A community heritage register will be used as a basis for the management of these assets.
- 11.3.3 Parkland acquisition may be used to support protection of sites with identified historic or archaeological value.
- 11.3.4 Partnerships with the local First Nations communities will be explored to assist in recognizing important historical and heritage assets.
- 11.3.5 The following buildings and lands are designated as a Heritage Conservation Area in accordance with provision of the *Local Government Act*:
- Centennial Park at 230 4th Avenue, Campbell River Museum at 470 Island Highway, and Sequoia Park at 431, 471, 481 and 491 Island Highway. The subject lands are legally described as Lot 1, Lot 2, and Park, District Lot 73, Sayward District, Plan 11693.
  - Maritime Heritage Centre at 621 Island Highway. The subject lands are legally described as Lot 1, District Lot 73, Sayward District, Plan VIP72566.
- 11.3.6 The following alterations may be undertaken within a designated Heritage Conservation Area without requirement for a Heritage Alteration Permit:
- Regular maintenance and construction of recreation or heritage-related facilities;
  - Regular maintenance, installation, and/or removal of trees, as well as other landscaping features, for safety or environmental reasons; and
  - Regular maintenance, construction, and repair of public works by the City or its authorized agents, providing the works are completed in accordance with Objective 10.3.



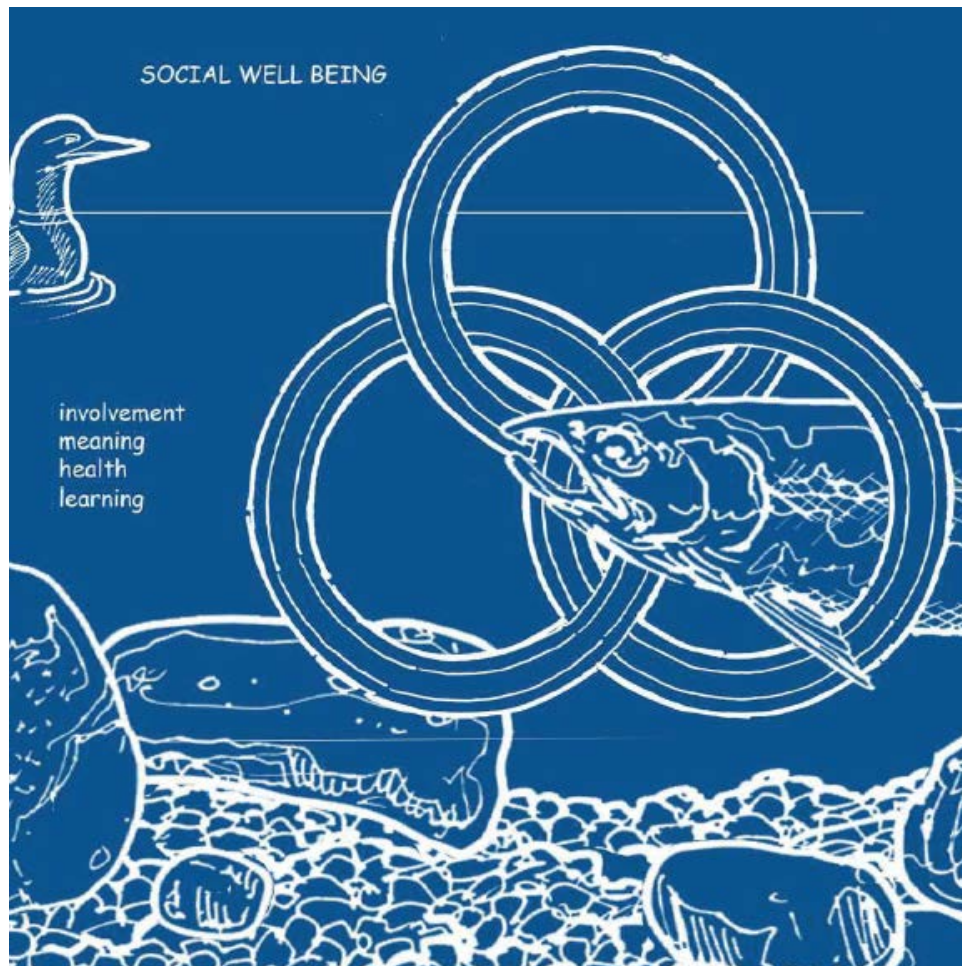


**11.4 Ensure arts, entertainment, culture, and heritage are a growing contributor to the development of Campbell River’s urban image, quality of life, economic development, and marketing strategy.**

- 11.4.1 As part of ongoing and planned capital improvements related to the public realm and public facility projects, the enhancement of the Shopper’s Row Cultural Precinct will be supported.
- 11.4.2 Artist live-work spaces – as defined and regulated by the *Zoning Bylaw* – will be permitted in all land use designations, except in the Business and Industrial Service Centre land use designation, where artist live-work spaces are discretionary.
- 11.4.3 The use, maintenance and development – by both public and private proponents – of public outdoor places that support programmed or spontaneous performance, artistic expression, and play will be strongly supported.
- 11.4.4 The use, development, and maintenance of theatres, venues, and other indoor spaces that support public participation, education, and enjoyment of arts and culture will be encouraged and supported.
- 11.4.5 Arts, entertainment, culture, and heritage will be integrated into coordinated marketing strategies, economic development initiatives, tourism promotion, and public awareness-raising efforts.
- 11.4.6 Artists will be invited to participate on design teams to provide input for City infrastructure, architectural, and related planning projects.
- 11.4.7 Digital, animation, and film will be promoted and supported through initiatives such as a digital media incubation centre established through partnerships between the City, other governments, industry and the education sector.

## 12 Social Well-Being

*Campbell River is a safe community, home to healthy, engaged residents who enjoy a high quality of life with meaningful opportunities for community involvement, active living, and lifelong learning.*





## Desired Outcomes for Our Social Well-being

### By 2020:

- » Campbell River will significantly improve in all key social well-being indicators, including:
  - » increased public safety;
  - » reduced crime rate for theft and violence;
  - » increased accessibility of places and services;
  - » increased education levels;
  - » reduced obesity rates;
  - » increased number of community events, including those that celebrate ethnic and cultural diversity, and more.

### By 2060:

- » Campbell River will be inclusive, respectful, and socially aware.
- » Campbell River will be home to healthy residents who enjoy a high quality of life.
- » Campbell River will be a community of learning.
- » There will be a high level of youth involvement and recreation, including both formal and informal activities in sport, arts, and culture.
- » People in all aspects will be engaged and connected, and support innovation.

### Achieving these Desired Outcomes further the following Sustainability Priorities:



Skilled Workforce



Social Equity & Cohesion



Food Self-Sufficiency



Identity & Culture



Individual Health



Shelter

**See Campbell River's SCR:  
Framework for more details.**

## Context

Urban development and change can have significant impacts on a community's social wellbeing, including health, quality-of-life, civic participation, affordability, safety, social cohesion, and accessibility. Likewise, the social dimension of sustainability is very important in making progress on the other dimensions of sustainability because social-wellbeing is an essential component of vibrant economies and influences our relationships with the natural world.

### In Campbell River:

- » The 2005 Census indicates the percentage of low income families in the Campbell River area was the same as the provincial average, which is slightly higher than 13% of the total population.
- » Although Campbell River's population is slightly younger than the rest of the country, the median age increased from 35 years in 1996 to 42 years in 2006. In the Campbell River area, the proportion of elderly people (i.e. people not earning an income or requiring care) is projected to increase from 22% in 2009 to 35% in 2019. This is 6% higher than the provincial projection, providing rationale for attracting more professionals and young families to Campbell River.
- » While immigration continues to bring newcomers to Canada and diversity to its communities, visible minorities make up 3.3% of Campbell River's population in 2006 (compared with nearly 25% of BC's population).
- » Stakeholders in Campbell River have said that more space, programming, and resources are needed for residents to foster understanding across cultures.

## City's Role

While major social development programs, policies and funding is the responsibility or jurisdiction of the Provincial Government, local governments can assist in advancing social objectives through: regulation of land use and design; guidance on developer-provided amenity contributions; taxation and incentives; programs and facilities; and coordination and facilitation of collaborative partnerships.







## Objectives & Policies

### 12.1 Increase social inclusion, accessibility, and community development opportunities.

12.1.1 The City will consider a social planning role to achieve the desired outcomes outlined in this Chapter.

12.1.2 The City will work collaboratively with other levels of government and community stakeholders and advocate for convening

diverse participation and fostering partnerships to develop support and implement strategies to achieve social well-being.

12.1.3 All new public spaces and transportation infrastructure will be designed for universal accessibility (i.e. for a range of physical capabilities).

12.1.4 Incentives such as fast-tracked rezoning and development applications, and density bonuses may be provided to rezoning and development applicants that provide accessible residential units or community amenities and spaces that foster social interaction.

12.1.5 Opportunities for intergenerational social interaction will be encouraged through park and public space design, and City recreation and cultural programming.

12.1.6 Community spaces and programs that promote cultural understanding and interaction among diverse populations will be established and maintained.

12.1.7 The City will encourage access to social services and community services in all areas of Campbell River.

12.1.8 Access to civic activities and information regarding community services and amenities will be improved. This includes ensuring use of plain language and clear communication through the use of multi-media tools.

12.1.9 The City will implement strategies for on-going community outreach and consultation through various means to foster inclusiveness and transparency and to achieve the following benefits:

- to keep the community well informed about City operations;
- to create diverse opportunities for people to put forward ideas and take part in processes which interest or affect them;
- to generate and share knowledge, ideas and insights with the community;
- to reduce barriers to information or opportunities consultation for those in the community that cannot easily attend public engagement events.



## 12.2 Enhanced public safety.

- 12.2.1 Crime prevention strategies such as "Crime Prevention Through Environmental Design" (CPTED) will be considered in the review process for rezoning and development applications, as well as in lighting improvements, beautification measures, and community clean-ups.
- 12.2.2 Consult with senior levels of government and community groups to identify opportunities to establish addictions recovery and emergency shelters for vulnerable populations.



## 12.3 Increase opportunities for training, employment, and income security.

- 12.3.1 The City will collaborate with the Chamber of Commerce, local socio-economic development organizations, other governments, School District 72, and others to support implementation of workforce transition strategies and skill development opportunities.
- 12.3.2 Educational institutions and opportunities for learning for all ages and stages of life will be encouraged and supported.

## 12.4 Improve health and build on existing well-being.

- 12.4.1 Programs, partnerships, services, and infrastructure that support the health and well-being of all segments of the population, including seniors, youth, families, newcomers and other minorities, and vulnerable groups, are encouraged.
- 12.4.2 Transportation, land use, and physical design decisions will support active transportation and recreation opportunities as a means to integrate daily activity and exercise into the lives of residents.

## **12.5 Children and Youth Friendly Policies**

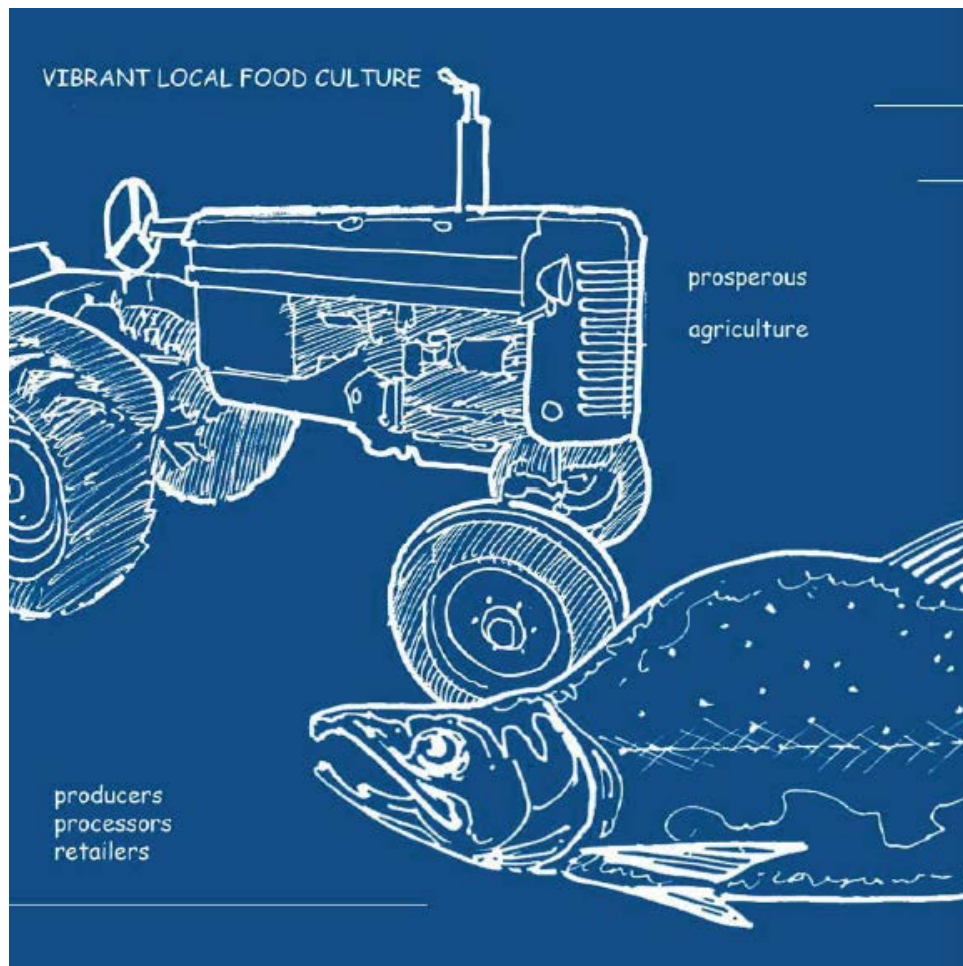
- 12.5.1 The City will support programs and initiatives that promote the health and well-being of children and youth.
- 12.5.2 Diverse learning opportunities for children and youth will be supported.
- 12.5.3 The needs of children and youth will be considered in planning initiatives such as land use, transportation, parks, and community facilities.
- 12.5.4 The City will encourage the development of quality, affordable early learning and child care opportunities.
- 12.5.5 Outreach efforts will be built upon to provide meaningful engagement opportunities for youth in City planning, programming, and community initiatives.
- 12.5.6 The City will maintain a Youth Advisory Committee or similar structure to provide input to Council on issues and opportunities impacting youth.
- 12.5.7 The City will support the development of a Youth Charter and a Youth Engagement Strategy to maintain meaningful youth involvement.
- 12.5.8 Safe, youth friendly spaces for recreation, arts and culture will be encouraged.

## **12.6 Seniors Supportive Policies**

- 12.6.1 The City will support programming and social gathering spaces for seniors.
- 12.6.2 The needs of seniors will be considered in planning initiatives such as land use, transportation, parks, and community facilities.

## 13 Agriculture & Food System

*Campbell River enjoys a vibrant local food culture with prosperous agriculture and food-related businesses – ranging from producers, to processors, to retailers – where all residents have access to healthy, locally grown and raised food.*







## Desired Outcomes Agriculture & Our Food System

### By 2020:

- » Campbell River will have capacity to be at least 10% self-sufficient in food.
- » A community and/or demonstration garden will exist in every neighbourhood.
- » The Pier Street Farmers Market is an important direct marketing opportunity for local producers.
- » New community-wide celebrations around food, building on the Salmon Festival, will be launched in the community.
- » A number of new restaurants will open their doors in community nodes.
- » New jobs in local food processing and distribution will be created.
- » Campbell River will be on the map for its local food culture and growing agricultural base.
- » Waste heat and other alternative energy sources will give greenhouse production a competitive advantage.
- » The community will be recognized as part of the regional agricultural resource.
- » Food stores will be carrying more locally/ regionally grown food products.
- » Restaurants will include locally grown products on their menus.

### Achieving these Desired Outcomes furthers the following Sustainability Priorities:



Climate & Energy



Ecosystem Integrity



Solid Waste Management



Local Economy



Skilled Workforce



Social Equity & Cohesion



Food Self-Sufficiency



Identity & Culture



Individual Health

**See Campbell River's SCR: Framework for more details.**

## By 2060:

- » Campbell River will have capacity to be 50% self-sufficient in food. This entails having the capacity for a largely self-reliant agriculture and food system, with the majority of food consumed locally being produced, raised and/or produced on Vancouver Island.
- » Food stores from large to small will offer healthy food within a 10-minute walk of nearly all homes.
- » The food and agriculture sector represents a significant component of the local economy, with many jobs for producers, distributors, processors, retailers, restaurateurs, and others.
- » Campbell River is a destination for visitors seeking an authentic local food culture experience.
- » Campbell River is a celebrated food production location on Vancouver Island and has developed a prosperous high-value agricultural industry.
- » Campbell River is celebrated as part of Vancouver Island's agricultural cache of boutique quality production.

## Context

Expanding the emerging agriculture sector in Campbell River will require a measured and sustained approach to create land capacity, develop supportive infrastructure and attract existing or entry agricultural producers. This will include such elements as innovation, collaboration, development incentives.

Campbell River has many food production assets such as parks, forests, fishing grounds, agriculturally designated lands and celebration events, among others. There is 5000 hectares of land in the Agricultural Land Reserve (ALR) in Campbell River as well as favorable climates, and competitive land prices for farmers wanting to locate in the area. Other assets include a growing network of community gardens, the Pier Street Farmer's Market that attracts locals and visitors every week during the warmer months, and the Salmon Festival, an important event that celebrates food and livelihoods in the fishing sector. Of the 31,000 people who live in Campbell River, 325 are involved in agriculture, food and beverage and another 340 residents involved in fishing and fish products (BC Stats, 2006).

***To guide the expansion of the agriculture sector, the City of Campbell River has developed an Agricultural Plan (AP), which is a coordinating document outlining a multi-sectoral action plan for growing a strong agricultural sector in Campbell River.***

Food and agriculture are intrinsically linked to the sustainability performance of Campbell River. From healthy communities and urban biodiversity to opportunities for local businesses and attracting visitors,

## City's Role

Food *and* agriculture planning is largely a new and unfamiliar territory for many municipal governments. The pressing concerns of sustainability are encouraging municipal governments such as Campbell River to think more creatively about how they can address issues of community resilience and livability, and food and agriculture are consistently showing up as providing some of the most interesting opportunities.

Campbell River recognizes the enormous opportunity provided by a more thoughtful consideration of food and its relationship to local community development. This is an opportunity for Campbell River to increase the sustainability and quality-of-life of its neighbourhoods, and it can be a critical lever for achieving other planning goals and strategies.

the food and agriculture objectives and policies below support resilient local systems. Increasing from 1% capacity for self-sufficiency in 2011, to 10% by 2030 and 50% by 2060 will support the scaling-up of the local food and agriculture sector. The importance of agriculture in all forms is consistently recognized through public consultation for reasons of retention and enhancement of rural character and lifestyles as a component of a livable City. This extends to values associated with greater food security and economic diversification. From large commercial to small urban scales of agriculture, there is an opportunity to be well suited to local demand, capitalize on emerging agricultural commodity sectors/ options and lay the ground work for niche agriculture and associated identity.



## Objectives & Policies

### 13.1 Support and encourage the development of a strong local agriculture sector

- 13.1.1 City of Campbell River "Actions" as outlined in the *Campbell River Agriculture Plan* will be undertaken wherever feasible.
- 13.1.2 Initiatives that help build local food infrastructure capacity will be promoted and supported. This may include an abattoir, a permanent Farmers' market, and other food processing, storage, packaging, and distribution facilities. This can include strategic provisions in the Zoning Bylaw.
- 13.1.3 The *Agricultural Land Commission Act* and associated regulations will be maintained except where proposed land use changes and/or subdivision support the mandate of the ALC.



### 13.2 Support urban agriculture throughout the City

- 13.2.1 An urban agriculture land inventory will be undertaken to identify key areas in the public and private realm best suited for urban agriculture production.
- 13.2.2 The Union of British Columbia Municipalities "Dig It" guide to Community Gardening will be used as a reference guide to supporting urban agriculture in Campbell River.
- 13.2.3 The keeping of poultry and bees in the City is generally supported. Reviewing and amending zoning regulations may be undertaken to support keeping of poultry and bees.
- 13.2.4 Community orchards, community and demonstration gardens, and outdoor kitchens will be planted where feasible and appropriate in the public realm including parks, rights-of-way, boulevards, and vacant lots.
- 13.2.5 Food and agricultural spaces will be designed to provide optimal accessibility.
- 13.2.6 Residential gardens and other urban agriculture opportunities in the private realm will be supported through education and awareness raising campaigns and events.



13.2.7 Urban agriculture guidelines will be developed and maintained that ensure farming in or near urban areas is compatible with surrounding land uses.

13.2.8 The Zoning Bylaw will be maintained to permit agriculture as appropriate.

13.2.9 Irrigation water can be a key component of agricultural operations and establishing specific rates for agriculture water use in areas where the water system has capacity without impacting demand may be considered.



### **13.3 Ensure new multi-family developments support strong local food and agriculture systems.**

- 13.3.1 Collaborate with the development industry to identify opportunities to provide food production opportunities in new multi-family developments. This can include developing a Food and Agriculture Checklist or guidelines that establish a framework that facilitates functional and accessible growing space.
- 13.3.2 Development on the urban edge should consider integration of urban and agricultural uses and activities through siting, programming, governance structure, and design.
- 13.3.3 The City will consider establishing density bonus criteria for projects that provide significant food and agriculture production area with the development.
- 13.3.4 The City generally does not support subdivision in the ALR, non-farm uses or exclusion of agriculturally valuable land other than as permitted by the ALC or regulation.



### **13.4 Enhance community access, education and celebration around food and agriculture.**

- 13.4.1 Both community education and promotion programs will be supported to raise awareness about various scale and forms of agriculture, back yard composting, extending the growing season, container gardening, where to find local foods, and more. Schools, senior's centres, and other community organizations will be targeted.
- 13.4.2 The City will assess opportunities to host at least one food celebration event per year.
- 13.4.3 Activities and achievements in areas of food policy and security will be promoted and communicated through newsletters, web updates, or special events.
- 13.4.4 Vancouver Island Health Authority will be encouraged to provide access to nutritious food. Promote demand for and sale of agricultural products within the community such as City food and plant procurement.
- 13.4.5 Promote opportunities for education in cooperation with agencies such as the Ministry of Agriculture, BC Institute of Agrologists or post secondary institutions.
- 13.4.6 Strategically manage the land base to create opportunities for the establishment of agricultural nodes focused on lands and locations within the City having the highest agricultural capability and suitability.
- 13.4.7 Designate strategically located lands outside of the Urban Containment Boundary as "Agriculture" on Map 2 - Proposed Land Use Map.

- 13.4.8 Consider the impacts on existing or potential agriculture in governance and land use decisions.
- 13.4.9 Consider opportunities to develop specific road and servicing standards and requirements for strategic lands designated as "Agriculture" on Map 2 – Proposed Land Use Map.
- 13.4.10 Review the inventory of City owned lands to determine viability of establishing community pastures or agricultural leasing opportunities.
- 13.4.11 Establish development permit guidelines for agricultural interface lands.



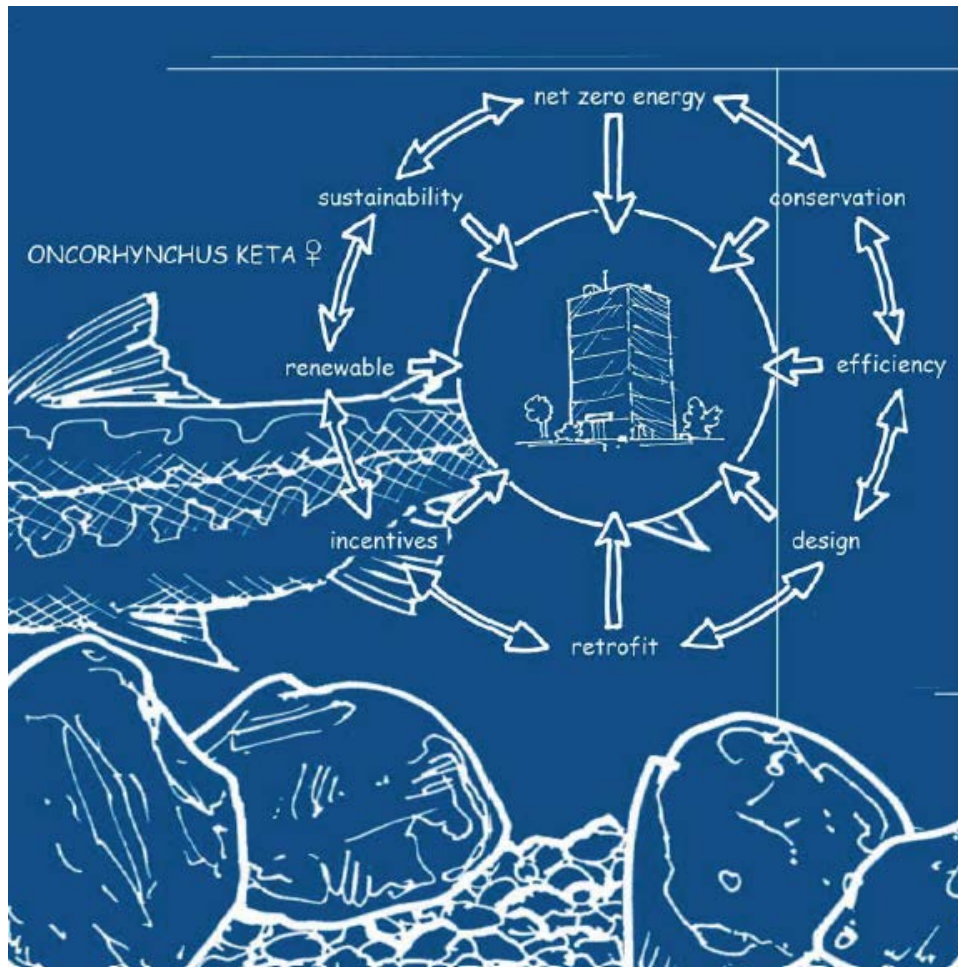






## 14 High Performance Buildings

*Buildings in Campbell River are green – with improved energy efficiency and use of renewable energy wherever possible – and building design assists in meeting climate protection commitments set out in the BC Climate Action Charter.*





## Desired Outcomes for Our Buildings

### By 2020:

- » Incentives are used for the development of green, energy efficient buildings and corresponding new jobs.
- » Campbell River works with current building owners to encourage retrofits to local buildings to promote energy efficiency.
- » All new single family homes are solar ready, with a significant proportion having fully functional solar hot water systems.

### By 2060:

- » Energy sources for buildings in Campbell River are green, renewable, and efficient.
- » All new buildings are net zero energy buildings.
- » All existing buildings have been extensively renovated to be highly energy efficient.

Achieving these Desired Outcomes furthers the following Sustainability Priorities:



Climate & Energy



Water



Solid Waste Management



Local Economy



Skilled Workforce



Individual Health

**See Campbell River's SCR: Framework for more details.**

## Context

Buildings have a profound effect on the environment. In North America, buildings account for 12% of water consumption and in Campbell River, buildings account for 23% of total carbon dioxide emissions. The interior environment also impacts human health.

Through careful building design, construction and operation, together with site development, landscaping and renewable energy generation, green buildings can help reduce a community's environmental impacts. BC Hydro's "Sustainable Energy Use Hierarchy", which ranks energy consumption and generation by priority, provides a good framework for setting priorities for buildings and energy in Campbell River.

It is as follows<sup>10</sup>:

1. **Reduce energy demand** through community design, green buildings, efficient technology, and behaviour change initiatives.
2. **Re-use waste heat** from industrial or commercial uses or sewer and wastewater to heat buildings and hot water.
3. **Use renewable heat sources** to heat buildings and hot water including solar thermal and geo-exchange.
4. **Create renewable energy** including biomass or biogas, combined heat and power, micro-hydro, wind, solar, tidal, and geothermal.



## City's Role

While the Province of British Columbia has jurisdiction over buildings, municipalities are now required through Bill 27 to include targets, policies, and actions in their Official Community Plans to reduce greenhouse gas emissions.

Although local governments do not have jurisdiction to regulate building performance, they can achieve energy and water conservation objectives through regulation of land use and design. Incentives, programs, and partnerships are other ways in which local governments can encourage the development of high performance buildings. The Development Permit Area guidelines in Part 4 address energy and water conservation for buildings.

<sup>10</sup> Drawn from [www.shapeyourfuturevictoria.ca](http://www.shapeyourfuturevictoria.ca), June 2011



In Campbell River:

» About 2/3 of home energy consumption in Campbell River is for space and water heating, much of which is from natural gas, and most of the remainder from inefficient electric systems. Energy conservation through behavioural change, improvements to the building envelope and renewable heat are some of the best ways to improve energy efficiency and greenhouse gas performance in buildings.

» Attached buildings (with shared walls), such as apartments, duplexes, and townhouses, are more energy efficient than detached buildings on a per square foot basis. Most homes in Campbell River are currently single-family houses.

- » Retrofits and renewables for green buildings contribute to local economic development. Green building initiatives will assist in keeping a significantly higher percentage of the almost \$100 million spent annually on energy by businesses and residents (excluding large industry) recirculating in the local economy. Campbell River will continue to pursue renewable energy as an emerging local sector.



## Objectives & Policies



### **14.1 Utilize incentives, programs and partnerships to encourage development of green, energy efficient buildings and corresponding new jobs.**

14.1.1 Incentives may be provided for high energy performance in new buildings, including renewable energy development and use. Incentives may include development permit fast tracking, relaxed height and density restrictions, a revitalization tax exemption, and/or assistance with the pre-approvals planning process.

14.1.2 The City may partner with other levels of government and other partners to provide local training for green building practices, ranging from financial analysis to information for energy retrofit and renewable energy deployment.

14.1.3 As a condition of rezoning, district energy and/or renewable energy use will be encouraged and may be required.

- 14.1.4 Land use policies and regulations that encourage smaller homes, multi-family and mixed-use buildings, secondary suites, secondary residences (e.g. coach houses or garage suites) and live-work buildings will be maintained and supported.



- 14.1.5 Guidelines and regulations regarding street orientation, solar access, vegetation, grey water reclamation and other solar and wind exposure measures may be developed and supported.
- 14.1.6 Density bonusing may be provided in areas where water use will be below standard due to water re-use, low-flow technology, xeriscaping, grey water cisterns, and rainwater capture.
- 14.1.7 The City will require new City facilities to be built to high green building standards and retrofits to existing facilities to promote energy efficiency.
- 14.1.8 The City will encourage new buildings and developments to utilize green building techniques, and have the capacity to adapt to future green building retrofits, such as new renewable energy opportunities.
- 14.1.9 Tools such as a “Development Checklist” may be considered in the context of rezoning applications and/or development permit applications.

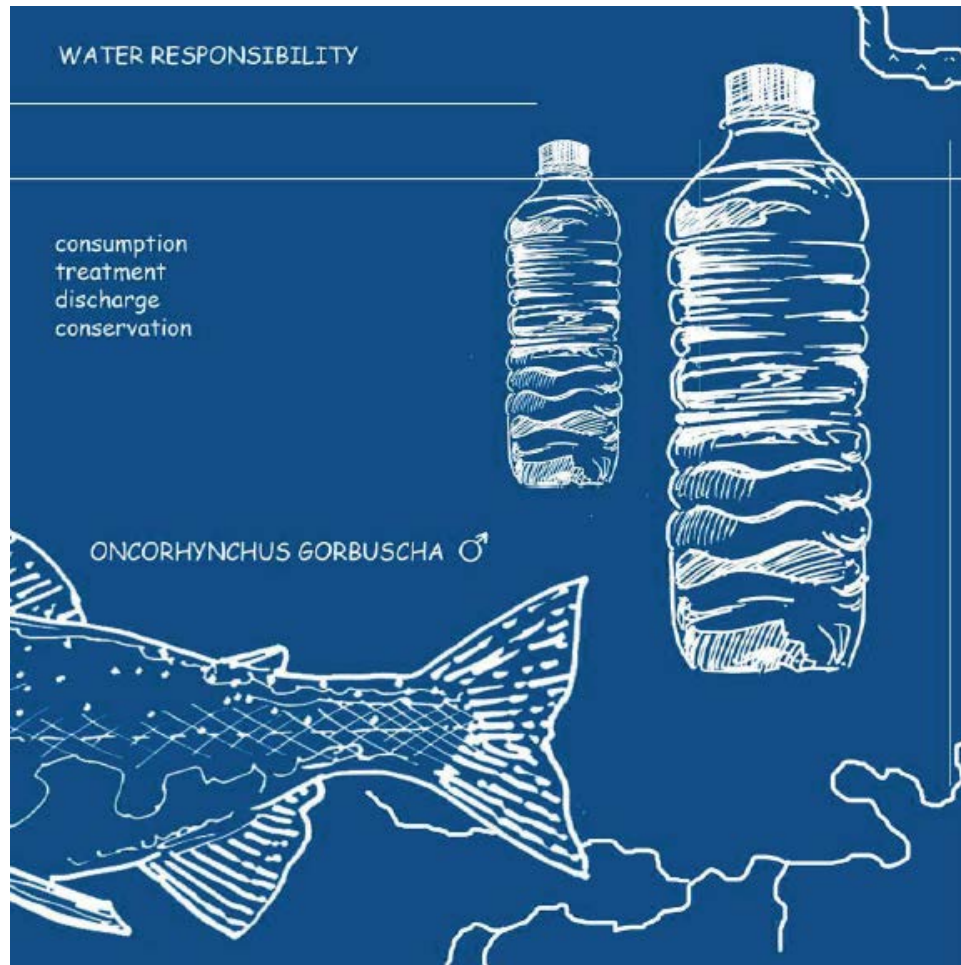
#### **14.2 Support efforts to retrofit buildings to be more energy efficient.**

- 14.2.1 The City will assess opportunities to work with senior levels of government, local energy assessment professionals, local trades people, and local suppliers to develop a program to encourage cost-effective retrofits of existing commercial, residential, and institutional buildings.
- 14.2.2 Levels of government and other partners to establish one or more community-based building retrofit pilot projects.
- 14.2.3 Development and implementation of alternative financing strategies and mechanisms to address energy efficiency, and/or use of renewable energy will be promoted. The City will encourage green financing programs with BC Utility companies and private financial institutions to enable residents and businesses to pay upfront costs for energy retrofits.



## 15 Water Responsibility

*Campbell River's drinking watershed is protected, and water is consumed, treated and discharged responsibly with new demand being met through conservation.*





## Desired Outcomes for Our Water System

### By 2020:

- » Per capita consumption is at or below the Canadian average.
- » The community is aware of the need to conserve water to reduce long-term capital costs and stay within licensed withdraw.
- » Peak demand is reduced and fire protection is maintained at all times of the year.
- » City infrastructure's energy consumption, associated greenhouse gas emissions, and energy costs for pumping and treatment (including wastewater treatment), will be reduced, supporting the *BC Climate Action Charter*.
- » The City of Campbell River leads by example through conserving water on public land and at community buildings and facilities.
- » Water and sewer infrastructure is managed effectively.
- » A healthy and safe drinking supply is maintained.
- » Our water source is secure with appropriate redundancy.

**Achieving these Desired Outcomes furthers the following Sustainability Priorities:**



Climate & Energy



Water



Ecosystem Integrity



Individual Health

**See Campbell River's SCR: Framework for more details.**

### By 2060:

- » Campbell River has reduced or deferred long-term municipal water infrastructure construction, maintenance, and associated costs, including:
  - » Construction of water reservoirs in order to address quantity and storage issues, as well as drought protection; and
  - » Construction of advanced treatment due to degradation of the water quality in our watershed.

## Context

Water impacts and forms an integral part of the health and functioning of communities and ecosystems. Costs associated with delivering water from its source to the user are high. Infrastructure needs associated with water delivery include source protection, intake pipes, water treatment facilities, reservoirs, distribution pipes, pump stations, pressure reducing stations, system monitoring, maintenance, repair, and renewal of aging infrastructure. To ensure every citizen has access to fresh and clean water, a complex collection, treatment and distribution system is in full operation at all times of day, every day of the year. As growth occurs, the need for new and larger infrastructure becomes more pressing.

In Campbell River:

- » Campbell River's drinking water source is of very high quality and currently is currently treated with Ultra Violet and chlorine disinfection.
- » Campbell River's water source is mostly outside city boundaries, and the City works with agencies, property owners and recreational users to ensure the high water quality is maintained through watershed protection and management.
- » Pressures on the watershed include forestry, recreational uses, housing development, industrial activity, vehicular traffic, boating and day-use recreation.
- » Soils in Campbell River are corrosive in some areas, degrading the integrity of metal services and mains. Ongoing cathodic protection and replacement of services related to corrosion is required.
- » Leakage from existing water pipes is unknown and needs to be assessed.
- » Universal water metering is not in place in Campbell River. BC municipalities that have recently undertaken universal metering have experienced a 20% drop in water use and are better able to monitor and identify leaks in the system (including private property).
- » During the summer season, water use more than triples due to outdoor water use, reducing the City's ability to provide drinking water and fire protection throughout the community.
- » Average water consumption has been decreasing on an annual per-capita basis over the last five years, but at the same time, peak water usage on hot summer days has been increasing. It is the peak usage days combined with fire flow requirements that determine the need for system upgrades. As such, in order to defer investment in system upgrades, priority must be given to reducing or spreading out the peak flows associated with garden watering and landscape irrigation through water demand management.

## City's Role

The British Columbia Building Code covers indoor water consumption for new buildings through conservation requirements, however local governments have influence in this realm through education and incentives. Local governments also influence outdoor water consumption through incentives, regulation, public awareness efforts, and management of City assets such as civic buildings, infrastructure, parks, boulevards, and other green spaces.

**Most policies addressing water conservation are contained in Section 17 Development Permit Area for Water Conservation.**





## Objectives & Policies

**15.1 Reduce and limit the required draw from the water supply, reducing treatment and supply operational costs, long-term capital costs, and impacts on ecosystems and the risk of not meeting demand.**

15.1.1 Voluntary household water metering and rate system that provides cost savings to average water users who participate in the program may be implemented.

15.1.2 Awareness and understanding on the need to conserve water, specifically in peak demand periods, and best practices in residential indoor and outdoor water use will be fostered through programs and initiatives.



15.1.3 An updated Watershed Management Plan and Technical Watershed Committee that cooperatively works on initiatives to mitigate the risks to the drinking water source will be maintained.

15.1.4 Relationships between the City of Campbell River, other levels of government, School District 72, the Vancouver Island Health Authority, and other partners will be fostered to develop community outreach and education programs that address water quality and quantity protection.



**15.2 Reduce operating costs for pumping and wastewater and water treatment, supporting Carbon Neutral Local Government commitments.**

15.2.1 Infill and compact development will be prioritized over Greenfield development to reduce pressure on existing water and wastewater infrastructure, and the need to develop new water and wastewater infrastructure, consistent with land use and phasing policies contained in Part II.

15.2.2 Relationships between the City of Campbell River, other levels of government, School District 72, the Vancouver Island Health Authority, and other partners will be fostered to develop community outreach and education programs that promote integrated storm water management practices, and promotion of pervious materials use.



**15.3 Lead by example by conserving water on public land and at community buildings and facilities.**

- 15.3.1 All new public facility and land upgrades and development will include best practices for storm water management, indoor water conservation measures, and outdoor water conservation practices including naturescaping.

**15.4 Ensure infrastructure investments support Campbell River's goals.**

- 15.4.1 Upgrades and expansion of the City's water and sanitary sewer utility systems shall be in accordance with approved expansion and upgrading plans.

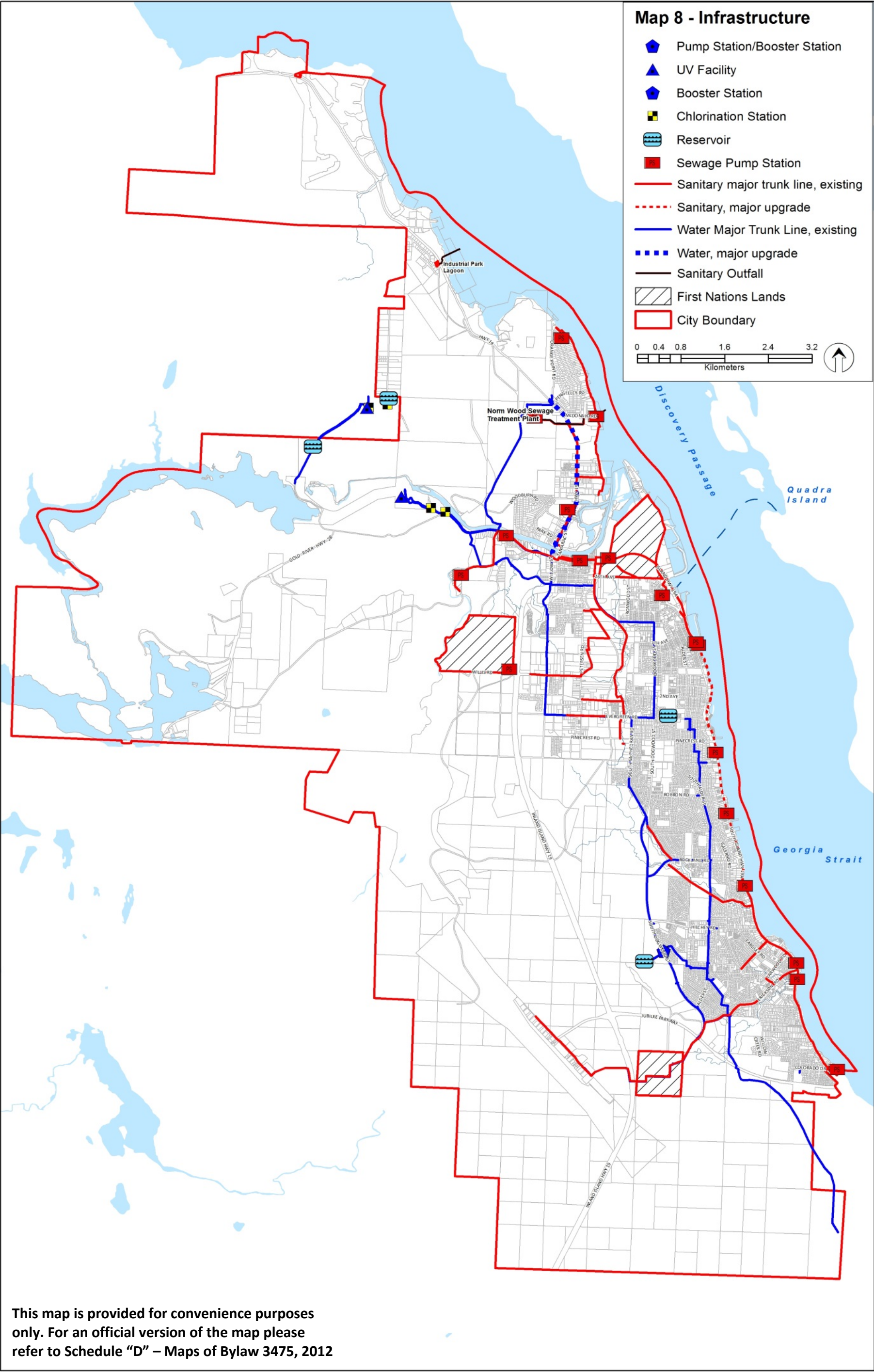


- 15.4.2 Developments and investments in stormwater infrastructure shall be in accordance with the City's approved Integrated Stormwater Management Plans.

- 15.4.3 Partnerships will be maintained with the Vancouver Island Health Authority, BC Hydro, and other senior levels of government to ensure the secure provision of safe quality drinking water, and the appropriate management of liquid waste and stormwater.

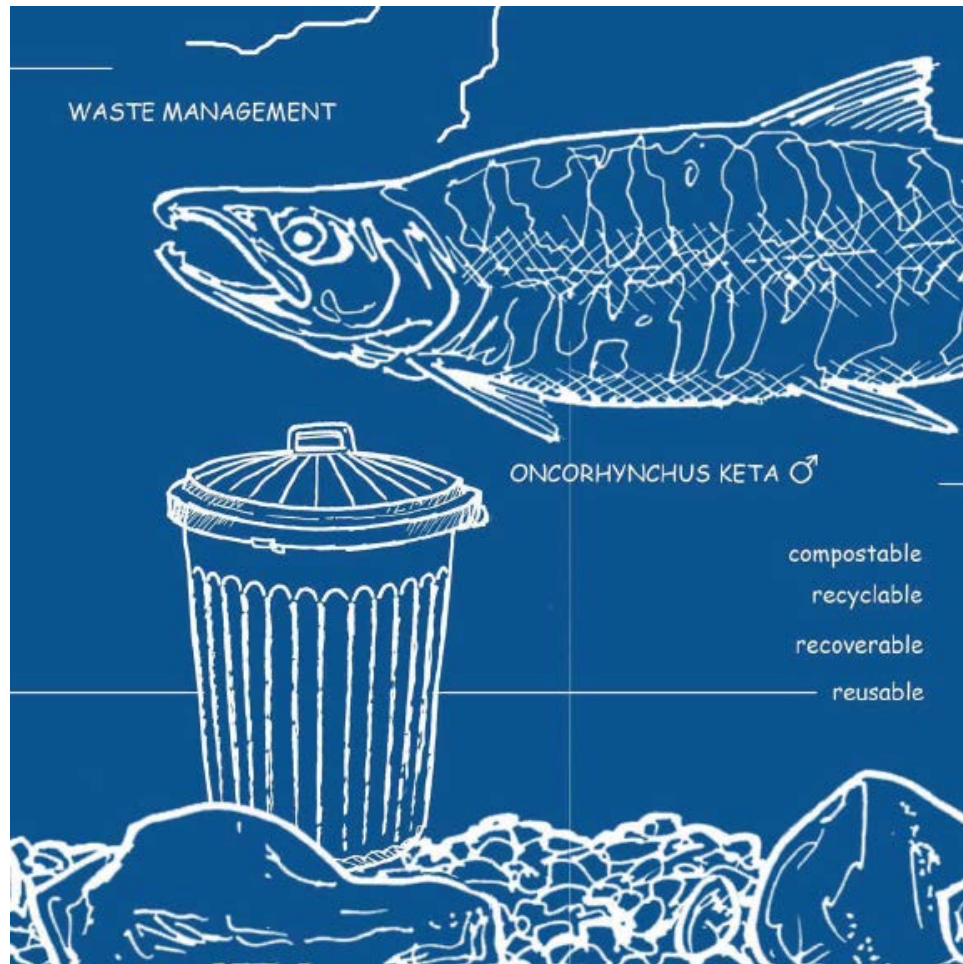






## 16 Solid Waste Management

*Waste generation per capita is among the lowest in British Columbia and waste removal for disposal consisting of recyclable materials and compostable waste is approaching zero.*







## Desired Outcomes for Solid Waste Management

### By 2020:

- » A food waste processing facility is established and food waste is collected from all residential buildings, grocery stores, and restaurants.
- » Recyclable materials and food waste from single family dwellings is collected more frequently than garbage.
- » All multi-family dwellings have access to recycling services.
- » Waste diversion from the multi-family and Industrial-Commercial-Institutional (ICI) sectors increases.
- » Campbell River works with the Regional District to establish long-term, local disposal capacity.

**Achieving these Desired Outcomes furthers the following Sustainability Priorities:**



Climate & Energy



Water



Ecosystem Integrity



Individual Health

### By 2060:

- » Waste generation per capita is among the lowest in BC.
- » All residential units and ICI developments receive collection of recyclable materials and compostable waste more frequently than collection of garbage.
- » Garbage remaining for disposal consisting of recyclable materials and compostable waste is approaching zero.

**See Campbell River's SCR: Framework for more details.**



## Context

Solid waste has local and global environmental and social impacts, such as water contamination from leaching landfills, wildlife poisoning, problem animals and pests, carbon emissions from transporting waste, and methane emissions from waste decomposition. Yet about 90% of garbage that currently ends up in landfills can actually be recycled, composted, or re-used.

### In Campbell River:

- » The Campbell River Waste Management Centre (formerly Campbell River Landfill) is anticipated to be at capacity by 2012.
- » While waste diversion (e.g. recycling, composting) has increased to a rate that almost equals waste disposal (i.e. waste entering the landfill), overall waste generation has nearly doubled since 1990. This almost entirely offsets gains in the diversion rate over the last 20 years.
- » The average regional per capita disposal rate in 2009 was 0.6 tonnes of waste<sup>11</sup> and Strathcona Regional District residents and businesses are responsible for about 83% of waste that goes to the Campbell River Waste Management Centre.
- » Roughly 2/3 of waste is comprised of recyclables and compostables, which could be diverted utilizing existing programs.



» Organics from yard and kitchen waste comprise approximately 35% of waste generated. Campbell River has successfully diverted the majority of its yard waste through an expanded yard waste collection service and drop off facility. Organic food waste could be diverted with organic food waste collection programs and increased backyard composting.

## City's Role

The Comox Valley Regional District, the Strathcona Regional District and member municipalities jointly fund the staffing of the Comox Strathcona Waste Management Service (CSWM). The CSWM is responsible for disposing residual waste from all sectors. Generally, regional governments are responsible for: implementing education and behaviour change programs; working with member municipalities to enact and enforce bylaws like disposal or burning bans; requiring collections services; processing recyclables and organics; and, transferring and disposing remaining waste. Currently, the City of Campbell River collects garbage, recycling, and yard waste from residents of single family homes and duplexes through contractors. Multi-family dwellings and the ICI sector make their own waste collection arrangements.

<sup>11</sup> Source: Maura Walker, CSWM Solid Waste Management Plan. Note: This is the source for all solid waste stats in this section.

## Objectives & Policies

### 16.1 Encourage waste reduction at the point of purchase or consumption.

- 16.1.1 More resources such as technical assistance or funds will be pursued through partnerships with the Provincial Government and the CSWM to assist commercial waste generators to reduce waste.
- 16.1.2 Educational materials and programs are provided for residents and the ICI sector through partnerships and education campaigns with the CSWM, local media, schools, and haulers.
- 16.1.3 The Compost Education Centre is supported through promotion and collaboration with the CSWM, and all new community and allotment gardens shall include composting facilities.
- 16.1.4 Construction and demolition waste is discouraged by requiring a waste management plan as part of the permitting process.



### 16.2 Increase waste diversion through re-use, recycling, and composting, and effectively manage waste residuals.

- 16.2.1 The City works with the CSWM to implement its Solid Waste Management Plan.
- 16.2.2 With the CSWM, the City will investigate creating a “one stop drop” centre that accepts items for reuse and recycling from residents and the ICI sector.
- 16.2.3 The City supports the provision of a yard waste program.
- 16.2.4 All new multi-family and ICI sector developments shall allocate space for recycling and easy access to diversion programs.
- 16.2.5 Participation in recycling and composting collection or drop-off service is required for all major ICI developments.



- 16.2.6 As a condition of building permit approval, construction and demolition sites shall sort mixed loads of waste.
- 16.2.7 Three-stream waste separation (recyclables, organics/ compostables, and residual garbage) shall be provided in new ICI developments and multi-family buildings.
- 16.2.8 The City will work with the Regional District to establish long-term and local disposal capacity, a regional compost facility that is capable of accepting food waste, and enhanced services for hazardous material disposal.

## Waste Management Hierarchy

The most effective way of reducing impacts of solid waste is through the “waste management hierarchy”, which is a popular concept that highlights the relative importance of various approaches to waste management, including:

- » rethinking and reducing product purchase;
- » reducing or eliminating the amount of consumable product that is not used;
- » re-using products; recycling (i.e. turning the waste into a new product);
- » recovering residual energy and material value from the product; and,
- » environmentally sound final disposal of the residual waste.

