



## Governance and Priorities Committee Report

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**Date:** March 24, 2011      **From:** Cameron Scott, Senior Planner  
Community Planning

**Subject:** Draft Official Community Plan for Public Review

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### Executive Summary

The purpose of this report is to seek Council approval for the public review phase related to the Draft *Official Community Plan* (OCP), including an addendum to the OCP Public Engagement Strategy to add a Phase 5 engagement strategy to guide public review of the Draft OCP.

A Draft OCP has been completed and is ready for citizen and stakeholder review and comment (can be found online at [www.shapeyourfuturevictoria.ca](http://www.shapeyourfuturevictoria.ca)). Consistent with the OCP Project Charter, approved by Council in January 2010, development of the Draft OCP proceeded through four phases. The content of the Draft OCP was developed through background research, public engagement, and analysis by and with subject area experts. The first three phases culminated in an OCP Framework for Plan Development, which was approved by Council on September 23, 2010, providing the basis for staff to develop detailed policy directions. Phase 4 has involved the review of draft policies through workshops with topic experts, as well as a legal review and internal review with City staff in relevant departments to finalize the Draft OCP. The Project Charter included a process to develop the Draft OCP; however, additional engagement direction is needed for Phase 5, to guide the Draft OCP review and its revision leading to a proposed OCP for Council's approval and adoption by bylaw.

The Phase 5 OCP Public Engagement Process (Attachment A) is consistent with the Project Charter and the verbal update given to the Governance and Priorities Committee on January 27, 2011. The Draft OCP review process includes broad and focused techniques to satisfy the statutory requirements of the *Local Government Act* (LGA) and to engage a range of citizens and stakeholders. Broad techniques include coffee talks, open houses and a broadsheet delivered to every Victoria household and business, while targeted techniques included meetings with Council advisory committees, community associations and the development community. Section 879(2) of the LGA specifically requires that consideration is given to consultation with the Capital Regional District, adjacent municipalities, First Nations, school district boards, Provincial and Federal governments and their agencies, and staff have recommended a set of referrals to these bodies. Council is required to consider whether other persons, organizations and authorities should also be consulted, and staff request further direction if the recommended list is not deemed sufficient.

Council approval of Phase 5 public engagement will enable citizen and stakeholder engagement on the Draft OCP to be concluded by early June. Subsequent to public engagement, staff will work towards revising and finalizing the proposed OCP bylaw, with final timelines to be determined once the results of the public engagement are received and analyzed.

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**Recommendation:**

That Council:

1. Approve the public review phase of the Draft Official Community Plan, with comments to be received by June 10, 2011, including the input from referrals noted below.
2. Pursuant to Section 879(1) of the *Local Government Act*, approve the OCP Public Engagement Strategy - Phase 5 Addendum (Attachment A).
3. Refer the Draft Official Community Plan to the Public Advisory Planning Committee, Environment and Infrastructure Advisory Committee, Community Development Advisory Committee, Advisory Design Panel, and the Heritage Advisory Committee for review and comment.
4. Pursuant to Section 879(2) of the *Local Government Act*, consider consultation with and refer the Draft Official Community Plan for comment to the Capital Regional District Board; Councils of Oak Bay, Esquimalt and Saanich; the Songhees and Esquimalt First Nations; the School District #61 Board; and the relevant Provincial and Federal government departments and agencies, specifically BC Housing; BC Transit; BC Hydro; Canada Mortgage and Housing Corporation; Federal Heritage Buildings Review Office; Fisheries and Oceans Canada; Integrated Land Management Bureau; Ministry of Community, Sport and Cultural Development; Ministry of Environment; Ministry of Fisheries and Oceans; Ministry of Jobs, Tourism and Innovation; Ministry of Labour; Citizens' Services and Open Government; Ministry of Transportation and Infrastructure; Ministry of Transportation, Infrastructure and Communities; NAV Canada; Parks Canada; Provincial Capital Commission; Terasen Gas; Transport Canada; Vancouver Island Health Authority; and Western Economic Diversification Canada.
5. Pursuant to Section 881 of the *Local Government Act*, consider consultation with and refer the Draft Official Community Plan for comment to the School District #61.

Respectfully submitted,

Cameron Scott  
Senior Planner  
Community Planning

Deb Day  
Director  
Planning & Development

Peter Sparanese  
General Manger  
Operations

Report accepted and recommended by the City Manager: \_\_\_\_\_  
Gail Stephens

CS:aw

## 1. Purpose

The purpose of this report is to seek Council approval for the public review phase of the OCP process, including the OCP Public Engagement Strategy - Phase 5 Addendum (Attachment A) to guide the engagement of citizens and stakeholder groups in a review of the Draft OCP.

## 2. Background

The OCP process looks to develop a plan that will help guide growth and change in the City of Victoria over the next 30 years. The process was formally initiated on January 14, 2010 with Council approval of the OCP Project Charter and Engagement Strategy (<http://www.shapeyourfuturevictoria.ca/the-plan/council-direction/>). The Project Charter, developed with the input of the OCP Citizen Advisory Committee (CAC), set out an ambitious program to undertake development of a new OCP, initially targeting delivery of a new Draft OCP to Council in January 2011. A Draft OCP has been completed and is now ready for public review and comment.

The Draft OCP has been developed through four phases:

1. Project Initiation and Background Research (Oct. 2009 – Feb. 2010).
2. Community Engagement and Exploration of Concepts (March – June 2010).
3. Information Analysis and Plan Drafting (July – Oct. 2010).
4. Draft Plan Review and Refinement (Nov. 2010 – March 2011).

Phases 1 through 3 involved comprehensive background research and public engagement programs and significant staff analysis to develop the foundation for the Draft OCP. This foundation was endorsed by Council on September 23, 2010 through the approval in principle of the OCP Framework for Plan Development. The Framework included a land use framework that focuses future population and housing growth in the Downtown Core and village centres and a set of goals and directions in 14 topic areas that are central to the new OCP.

Phase 4, which was undertaken over the fall and winter, enabled Framework directions to be developed and refined through a number of activities, including:

- policy workshops with subject area experts in each of the topic areas that are central to the OCP
- a Local Area Planning Workshop with community associations, development community members, staff and other stakeholders
- in-depth meetings with staff from various City departments
- review of Draft Plan by OCP Citizen Advisory Committee
- a comprehensive legal review of Draft Plan content
- review of the Draft Plan by senior City administration.

The Project Charter did not include direction on an engagement strategy for the review of the Draft OCP or the statutory engagement process leading to bylaw adoption. On January 27, 2011, staff gave Governance and Priorities Committee a verbal update on Official Community Plan - Draft Plan Progress, which included an anticipated public engagement approach and OCP adoption timeline. This report builds on the earlier update by providing an Addendum to the earlier engagement strategy (Attachment A) to guide public and stakeholder review of the Draft OCP and an outline for the steps necessary to move the OCP towards final adoption by Council.

### 3. Issues & Analysis

#### 3.1 Plan Review Engagement

Phase 5 OCP public engagement is detailed in Attachment A. The primary objectives of this phase of engagement are to inform and involve the broad community in the review of the Draft OCP; to collect feedback on Draft OCP directions; to satisfy statutory requirements for consultation; and to close the loop with citizens and stakeholders involved in earlier phases of the OCP.

Phase 5 engagement includes both broad and targeted engagement techniques. Broad techniques include a broadsheet of key plan directions delivered to every household and business in Victoria, a series of open houses and coffee talks. Targeted engagement looks to close the loop with previous participants, including the citizen insight council and local area planning workshop attendees, while also engaging key stakeholder groups, such as community associations and the development community. Overall, this engagement approach provides all businesses and citizens an opportunity to learn about and comment on the Draft OCP, and affords key stakeholder groups an opportunity to provide feedback.

Two factors bear on the scope and extent of the engagement process in Phase 5: the statutory requirements for consultation set out in the *Local Government Act* (LGA); and the guiding principles and objectives for OCP public engagement set out in the OCP Project Charter. Section 879 of the LGA requires the City to provide one or more opportunities it considers appropriate for consultation with persons, organizations and authorities it considers will be affected and specifically consider whether consultation is required with:

- the board of the regional district in which the area covered by the plan is located, in the case of a municipal official community plan
- the board of any regional district that is adjacent to the area covered by the plan
- the council of any municipality that is adjacent to the area covered by the plan
- First Nations
- school district boards, greater boards and improvement district boards
- the Provincial and Federal governments and their agencies.
- School District #61 (LGA Section 881)

Additionally, consultation under Section 879 and 881 is in addition to the Public Hearing required under Section 882 (3)(d) of the LGA and sets out the minimum legal requirement for public consultation prior to the adoption of an OCP. Council may direct a greater level of public engagement if it wishes.

The Project Charter's nine guiding principles for engagement state that engagement should be open; tell the whole story; be inclusive; engender informed discussion; be innovative; address controversy; exhibit clarity, candor and passion; and mix methods of engagement. Key objectives are to:

- reach a broad range of stakeholders and community members
- emphasize youth engagement
- use strongly engaged citizens as a resource
- use tools and methods to connect with hard to reach groups
- provide clear, accessible and exciting communication materials
- integrate neighbourhood planning engagement

- engage regional stakeholders
- develop strategies to close the loop.

The robust engagement process undertaken through Phases 1 to 4 used a range of broad and deep engagement techniques to achieve the measures of success set out for the process. Phase 5 citizen and stakeholder engagement builds on earlier engagement, revisiting many tools and techniques that were used in earlier phases. Unlike earlier phases which focused on raising awareness and the contribution of ideas, the primary objective of this phase of engagement is to receive substantive feedback and comments on draft policy.

### 3.2 Timeline for Plan Adoption

The OCP Project Charter includes as a guiding principle the timely completion of the process to develop a new OCP. A number of other policy initiatives await the completion of the new OCP, including the Parks Master Plan, the Urban Forest Master Plan and the Transportation Master Plan, so that they can be consistent with its broad objectives and policies.

The engagement process laid out in this report enables a focused public review of the Draft OCP to be completed prior to the start of the summer. Subsequent to public review and comment, staff will work towards integrating changes and developing a proposed OCP bylaw to progress towards Council adoption. Attachment B outlines the proposed timeline of activities required to adopt the OCP, including incorporating public and stakeholder feedback, finalizing the OCP Bylaw, and holding a Public Hearing. Timelines for the plan adoption stages are variable depending on the nature and extent of comments received during plan review activities. If minimal changes are required, the plan can proceed towards adoption in an expeditious fashion, with an early fall consideration by Council likely. However, if considerable changes are required, a more comprehensive assessment of potential revisions may be necessitated. A more accurate assessment of adoption timelines will be available after the conclusion of plan review engagement on June 10, 2011.

## 4. Options & Impacts

1. That Council:
  - (a) Approve the public review phase of the Draft Official Community Plan, with comments to be received by June 10, 2011, including the input from referrals noted below.
  - (b) Pursuant to Section 879(1) of the *Local Government Act*, approve the OCP Public Engagement Strategy - Phase 5 Addendum (Attachment A).
  - (c) Refer the Draft Official Community Plan to the Public Advisory Planning Committee, Environment and Infrastructure Advisory Committee, Community Development Advisory Committee, Advisory Design Panel, and the Heritage Advisory Committee for review and comment.
  - (d) Pursuant to Section 879(2) of the *Local Government Act*, consider consultation with and refer the Draft Official Community Plan for comment to the Capital Regional District Board; Councils of Oak Bay, Esquimalt and Saanich; the Songhees and Esquimalt First Nations; the School District #61 Board; and the relevant Provincial and Federal government departments and agencies, specifically BC Housing; BC Transit; BC Hydro; Canada Mortgage and Housing Corporation; Federal Heritage Buildings Review Office; Fisheries and Oceans Canada; Integrated Land Management Bureau; Ministry of Community, Sport and Cultural Development; Ministry

of Environment; Ministry of Fisheries and Oceans; Ministry of Jobs, Tourism and Innovation; Ministry of Labour; Citizens' Services and Open Government; Ministry of Transportation and Infrastructure; Ministry of Transportation, Infrastructure and Communities; NAV Canada; Parks Canada; Provincial Capital Commission; Terasen Gas; Transport Canada; Vancouver Island Health Authority; and Western Economic Diversification Canada.

- (e) Pursuant to Section 881 of the *Local Government Act*, consider consultation with and refer the Draft Official Community Plan for comment to the School District #61.

2. That Council provide further direction to staff

Staff recommend that Council endorse Option 1 so that the next phase of public engagement can proceed.

## 5. Conclusions

The public engagement strategy and adoption timeline laid out in this report are consistent with a verbal update given to Governance and Priorities Committee on January 27, 2011. Council approval of the Phase 5 Public Engagement Strategy will enable citizen and stakeholder engagement on the Draft OCP to be concluded by early June. Subsequent to the public engagement phase, staff will work towards revising and finalizing the proposed OCP Bylaw, with final timelines to be determined once the results of the public engagement are received and analyzed.

## 6. Recommendations

That Council:

1. Approve the public review phase of the Draft Official Community Plan, with comments to be received by June 10, 2011, including the input from referrals noted below.
2. Pursuant to Section 879(1) of the *Local Government Act*, approve the OCP Public Engagement Strategy - Phase 5 Addendum (Attachment A).
3. Refer the Draft Official Community Plan to the Public Advisory Planning Committee, Environment and Infrastructure Advisory Committee, Community Development Advisory Committee, Advisory Design Panel, and the Heritage Advisory Committee for review and comment.
4. Pursuant to Section 879(2) of the *Local Government Act*, consider consultation with and refer the Draft Official Community Plan for comment to the Capital Regional District Board; Councils of Oak Bay, Esquimalt and Saanich; the Songhees and Esquimalt First Nations; the School District #61 Board; and the relevant Provincial and Federal government departments and agencies, specifically BC Housing; BC Transit; BC Hydro; Canada Mortgage and Housing Corporation; Federal Heritage Buildings Review Office; Fisheries and Oceans Canada; Integrated Land Management Bureau; Ministry of Community, Sport and Cultural Development; Ministry of Environment; Ministry of Fisheries and Oceans; Ministry of Jobs, Tourism and Innovation; Ministry of Labour; Citizens' Services and Open

Government; Ministry of Transportation and Infrastructure; Ministry of Transportation, Infrastructure and Communities; NAV Canada; Parks Canada; Provincial Capital Commission; Terasen Gas; Transport Canada; Vancouver Island Health Authority; and Western Economic Diversification Canada.

5. Pursuant to Section 881 of the *Local Government Act*, consider consultation with and refer the Draft Official Community Plan for comment to the School District #61.

## **7. List of Attachments**

- Attachment A: OCP Public Engagement Strategy – Phase 5 Addendum
- Attachment B: Propose OCP Adoption Timeline.