

**I. REPORTS OF COMMITTEES**

**I.1 Committee of the Whole**

**I.1.a Report from the September 12, 2019 COTW Meeting**

**I.1.a.a Draft OCP Regional Context Statement**

**Moved By** Councillor Alto

**Seconded By** Councillor Loveday

That Council:

1. Direct staff to prepare an Official Community Plan amendment bylaw to replace section 5 of Schedule "A" with an updated regional context statement that summarizes the policy alignment between the OCP and the 2018 CRD Regional Growth Strategy.
2. Consider consultation under Section 475(1) of the Local Government Act and direct staff to post a notice on the City's website of the draft regional context statement, and such notice will provide the contact information of a Planning staff member to which members of the public may speak and provide input, and the staff member will provide a report on input received to Council prior to first reading.
3. Consider consultation under Section 475(2)(b) of the Local Government Act and direct staff to refer the draft regional context statement for comments to the Capital Regional District Board, District of Oak Bay, District of Saanich, Township of Esquimalt, Songhees First Nation, Esquimalt First Nation, and School District 61.
4. Direct staff to report back to Council with a summary of feedback, the updated regional context statement, and the Official Community Plan amendment bylaw for first reading.

**CARRIED UNANIMOUSLY**

## **G.1 Draft OCP Regional Context Statement**

Committee received a report dated August 29, 2019 from the Acting Director of Sustainable Planning and Community Development regarding the draft OCP regional context statement that has been prepared to summarize how the OCP policies are consistent with the policies and priority targets from the new 2018 CRD Regional Growth Strategy.

**Moved By** Councillor Alto

**Seconded By** Mayor Loveday

That Council:

1. Direct staff to prepare an Official Community Plan amendment bylaw to replace section 5 of Schedule "A" with an updated regional context statement that summarizes the policy alignment between the OCP and the 2018 CRD Regional Growth Strategy.
2. Consider consultation under Section 475(1) of the Local Government Act and direct staff to post a notice on the City's website of the draft regional context statement, and such notice will provide the contact information of a Planning staff member to which members of the public may speak and provide input, and the staff member will provide a report on input received to Council prior to first reading.
3. Consider consultation under Section 475(2)(b) of the Local Government Act and direct staff to refer the draft regional context statement for comments to the Capital Regional District Board, District of Oak Bay, District of Saanich, Township of Esquimalt, Songhees First Nation, Esquimalt First Nation, and School District 61.
4. Direct staff to report back to Council with a summary of feedback, the updated regional context statement, and the Official Community Plan amendment bylaw for first reading.

**CARRIED UNANIMOUSLY**



## Committee of the Whole Report

For the Meeting of September 12, 2019

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**To:** Committee of the Whole **Date:** August 29, 2019  
**From:** Andrea Hudson, Acting Director, Sustainable Planning and Community Development  
**Subject:** Draft OCP Regional Context Statement

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### RECOMMENDATION

That Council:

1. Direct staff to prepare an Official Community Plan amendment bylaw to replace section 5 of Schedule "A" with an updated regional context statement that summarizes the policy alignment between the OCP and the *2018 CRD Regional Growth Strategy*.
2. Consider consultation under Section 475(1) of the *Local Government Act* and direct staff to post a notice on the City's website of the draft regional context statement, and such notice will provide the contact information of a Planning staff member to which members of the public may speak and provide input, and the staff member will provide a report on input received to Council prior to first reading.
3. Consider consultation under Section 475(2)(b) of the *Local Government Act* and direct staff to refer the draft regional context statement for comments to the Capital Regional District Board, District of Oak Bay, District of Saanich, Township of Esquimalt, Songhees First Nation, Esquimalt First Nation, and School District 61.
4. Direct staff to report back to Council with a summary of feedback, the updated regional context statement, and the Official Community Plan amendment bylaw for first reading.

### EXECUTIVE SUMMARY

The purpose of this report is to present Council with a draft updated OCP regional context statement that summarizes how the OCP policies remain consistent with the policies and priority targets from the new *2018 CRD Regional Growth Strategy* (RGS). The 2018 RGS was approved in March 2018 to help guide decisions on a range of key regional issues by setting out a renewed vision for the future of the region until the year 2038 through policies, objectives and targets.

Section 446 of the *Local Government Act* requires local governments to include within their OCP a regional context statement that indicates the OCP's relationship and alignment to the RGS. Staff have reviewed the 2018 RGS and have updated the regional context statement to clearly highlight the policy alignment between the OCP and the strategic objectives of the 2018 RGS.

Staff are also seeking direction regarding a consultation process with the public, Capital Regional District Board, District of Oak Bay, District of Saanich, Township of Esquimalt, Songhees First Nation, Esquimalt First Nation, and School District 61. Following the consultation process, staff



will report back with a summary of feedback, the updated regional context statement, and the OCP amendment bylaw for first and second reading. After public hearing, if the OCP amendment bylaw is approved by Council, staff will submit the updated regional context statement to the CRD Board for acceptance. Then the bylaw would return to Council for adoption.

## PURPOSE

The purpose of this report is to present Council with a draft OCP regional context statement (Attachment A) that has been prepared to summarize how the OCP policies are consistent with the policies and priority targets from the new *2018 CRD Regional Growth Strategy*. This draft regional context statement will provide the basis for Council to engage in public consultation. Staff are also seeking direction regarding a consultation process and to prepare a related OCP amendment bylaw for Council's consideration.

## BACKGROUND

The Capital Regional District (CRD) adopted an updated *Regional Growth Strategy* (RGS) on March 14, 2018. The new 2018 RGS provides population projections to the year 2038 and related policies to help guide municipal decision-making on a range of regional topics including growth management, environment and infrastructure, housing and community, transportation, economic development, food and agriculture systems, and climate action.

Section 446 of the *Local Government Act* requires local governments to include within their OCP a regional context statement that indicates the OCP's relationship and alignment to the RGS. This alignment ensures that municipal decision-making and initiatives that include consideration of the OCP also serve to support the applicable RGS policies and targets.

## ISSUES AND ANALYSIS

### 1. Consistency with City of Victoria Official Community Plan

The 2018 RGS provides a range of policy objectives and targets related to seven key areas including: managing and balancing growth, environment and infrastructure, housing and community, transportation, economic development, food systems, and climate change. Most of these topic areas are similar to those contained in the previous 2003 RGS, except for food systems and climate change which are new topic areas for the RGS. The 2018 RGS has also introduced updated policies for each of these areas. Staff have reviewed the 2018 RGS to confirm policy alignment with the OCP as highlighted through the draft OCP regional context statement (Attachment A). In general, the OCP continues to maintain alignment with the 2018 RGS through policies and strategic directions that:

- direct focused growth and compact development within strategic areas such as the Urban Core, Town Centres, Urban Villages and Corridors;
- encourage environmental sustainability within the built and natural environment;
- result in building complete communities that provide a range of housing options and improve overall affordability;
- continue to achieve a multi-modal transportation system throughout the region that encourages and supports walking, cycling and transit;
- diversify and strengthen the local and regional economies;
- support the planning and integration of comprehensive food systems at various scales; and
- reduce greenhouse gas emissions and energy consumption.



A more detailed summary of the consistency with the RGS is described in the draft regional context statement (Attachment A) including references to the relevant RGS policies, objectives and targets that are supported by specific OCP policies.

## 2. Local Government Act Requirements

Section 446 of the *Local Government Act* identifies that a local municipality that is subject to a regional growth strategy must include a regional context statement within an official community plan and the regional context statement must be developed or updated within two years of the regional growth strategy being adopted. The 2018 RGS was adopted in March 2018; therefore, the City of Victoria is currently undertaking a process to update the regional context statement contained in the OCP.

Similarly, the content requirements for regional context statements are identified in section 447 of the *Local Government Act*, which states that the RGS must specifically identify the relationship between the official community plan and the regional growth strategy, and if applicable, how the OCP is to be made consistent with the regional growth strategy over time. Staff have considered these requirements to ensure that the draft regional context statement clearly identifies its consistency with the RGS.

## 3. Consultation on OCP Amendment Bylaw

In accordance with section 475 of the *Local Government Act*, when an amendment is proposed to the OCP, Council must, in addition to the public hearing, provide one or more opportunities it considers appropriate for consultation with persons, organizations and authorities it considers will be affected. Specifically, Council must:

- (a) consider whether the opportunities for consultation with one or more of the persons, organizations and authorities should be early and ongoing; and
- (b) specifically consider whether consultation is required with the following:
  - (i) 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;
  - (ii) the board of any regional district that is adjacent to the area covered by the plan;
  - (iii) the council of any municipality that is adjacent to the area covered by the plan;
  - (iv) first nations;
  - (v) boards of education, greater boards and improvement district boards;
  - (vi) the Provincial and Federal governments and their agencies.

To address these requirements, staff recommend a consultation process that includes use of the City website as well as referral of the regional context statement for comments to the Capital Regional District, District of Oak Bay, District of Saanich, Township of Esquimalt, Songhees First Nation, Esquimalt First Nation, and School District 61. All formal referrals will include a copy of the related staff report. A report on the results of this consultation, including any resulting changes to the proposed regional context statement, will be provided to Council at the time the OCP Amendment Bylaw is presented for first and second reading.

Given the minimal changes that are proposed to the content of the draft regional context statement, staff do not recommend additional consultation with Island Health, other CRD municipalities, or other levels of government.

#### 4. CRD Acceptance of Regional Context Statement

If the OCP amendment bylaw and updated regional context statement are approved by Council through three readings, staff will refer the approved bylaw to the CRD Board for consideration after third reading. Section 448 of the *Local Government Act* provides that the CRD Board must render a resolution within 120 days of receiving the regional context statement indicating if it has accepted or rejected it. If the regional context statement is accepted by the CRD Board, the OCP amendment bylaw will return to Council for adoption and staff will replace the current regional context statement with the new regional context statement in the OCP.

#### **OPTIONS AND IMPACTS**

##### Option 1:

Direct staff to undertake consultation as detailed in the above resolutions, and report back on the feedback received with a draft OCP amendment bylaw and regional context statement.  
**(Recommended)**

This option allows staff to undertake a consultation process based on the content of the draft regional context statement and then prepare a draft OCP amendment bylaw and further revised regional context statement. This option also provides Council the opportunity to consider consultation feedback received prior to first and second reading.

##### Option 2:

Direct staff to undertake a broader consultation process that may include meetings and open houses.

This option will require additional time and resources and may not provide any additional benefits as the draft regional context statement has only received minor updates and the content is largely unchanged from the current OCP regional context statement.

#### **2019 - 2022 Strategic Plan**

Although the update to the OCP regional context statement is not specifically identified within the *Strategic Plan*, ensuring alignment with the City's *Official Community Plan* is a legal requirement as outlined in the *Local Government Act*. The various objectives contained in the 2018 RGS and the related OCP policies described in the draft regional context statement do align with many of the City's strategic objectives.

#### **Impacts to Financial Plan**

Undertaking consultation of the draft OCP regional context statement does not require financial resources and does not impact the *Financial Plan*. The subsequent adoption of the OCP regional context statement by the City does not have any direct impacts on the *Financial Plan* as the draft regional context statement does not commit the City to any specific capital projects.

#### **Official Community Plan Consistency Statement**

In accordance with section 446(2) of the *Local Government Act*, Council must submit a proposed regional context statement to the CRD Board within two years after the RGS is adopted. The regional context statement sets out the relationship between the RGS and the OCP and how they



will be made consistent over time. The draft regional context statement describes the specific alignments with the 2018 RGS strategic directions. The regional context statement is subject to acceptance by the CRD Board, to ensure the municipality and the CRD Board agree that the two documents are compatible and consistent. Once Council has approved the OCP amendment bylaw through three readings, staff will submit the approved regional context statement for consideration by the CRD Board. Then the bylaw will return to Council for adoption.

## CONCLUSIONS

The draft OCP regional context statement has been prepared to align with the 2018 RGS and provides the basis for Council to engage in a consultation process, after which the regional context statement may be revised, and a related OCP amendment bylaw will be prepared and considered.

Respectfully submitted,




Robert Batallas  
Senior Planner  
Community Planning Division



Andrea Hudson, Acting Director  
Sustainable Planning and Community  
Development Department

Report accepted and recommended by the City Manager:

  
Date: Sept 5, 2019

## List of Attachments:

- Attachment A: Draft OCP Regional Context Statement
- Attachment B: Current OCP Regional Context Statement.

## Draft Regional Context Statement

### Overview

As the core municipality in the broader metropolitan Capital Region, the City of Victoria must work collaboratively with 12 partner municipalities and a single electoral area to achieve regional objectives. The City of Victoria is a partner in the implementation of the Capital Regional District's (CRD) Regional Growth Strategy (RGS), adopted by the CRD Board on March 14, 2018, and supports its vision, context, objectives, principles and policies. As the Capital Region's population continues to increase, growth must be managed to ensure that regional sustainability and livability are enhanced over time. Local Government Act sections 446 to 447 require member municipalities to include within their OCP, a regional context statement that indicates the OCP's relationship to the RGS.

This regional context statement illustrates how Victoria implements the ten strategic directions of the current RGS, where applicable:

1. Keep Urban Settlement Compact
2. Protect the Integrity of Rural Communities
3. Protect, Conserve and Manage Ecosystem Health
4. Manage Regional Infrastructure Services Sustainably
5. Create Safe and Complete Communities
6. Improve Housing Affordability
7. Improve Multi-Modal Connectivity and Mobility
8. Realize the Region's Economic Potential
9. Foster a Resilient Food and Agriculture System
10. Significantly Reduce Community-Based Greenhouse Gas Emissions

RGS Strategic Direction	OCP Policy Response and References
1. Keep Urban Settlement Compact	As the provincial capital, Victoria plays an important role in supporting the RGS target of accommodating 95% of new dwelling units within the regional urban containment policy area by 2038. The OCP identifies a 30-year (to 2041) growth management concept for Victoria and supporting policies that reinforce Victoria's compact urban form and human-scaled neighbourhoods including a strong downtown-focused Urban Core and a network of Town Centres and Urban Villages that are walkable, transit-focused and supported with mixed-use residential and employment centres (see Figure 3: Thirty Year Growth Management Concept).



	<p>More specifically, the plan's growth management concept seeks to direct and accommodate 50% (approximately 10,000 new people) of Victoria's population growth within the Urban Core, 40% (approximately 8000 new people) in Town Centres and Large Urban Villages and 10% (approximately 2000 new people) within the remainder of the city including small urban villages (see Figure 3: Thirty Year Growth Management Concept). The plan's growth projections also align with overall RGS sub regional population projections for the core.</p> <p>The plan further reinforces the RGS objective of establishing a strong mix of uses focused around the downtown and harbour through specific policies (see 6.10 – 6.10.11) to maintain and implement a detailed local area plan that supports the development of the Downtown Core Area as a prominent centre for business, government, arts and culture on Vancouver Island and ensuring that neighbourhoods include centres of economic activity that serve the needs of residents within walking, wheeling or cycling distance.</p>
2. Protect the Integrity of Rural Communities	<p>Victoria is a built-out urban capital city with no rural areas and is completely located within the Urban Containment Policy Area. Therefore, the rural policies of the Regional Growth Strategy do not apply. However, the plan's land use planning and development policies do play a role in protecting the Capital Region's rural communities by housing a significant proportion of regional population growth in walkable, transit accessible communities in the region's most diverse housing stock (see Figure 3: Thirty Year Growth Management Concept).</p>
3. Protect, Conserve and Manage Ecosystem Health	<p>The plan supports the integration of environmental considerations into planning design and development at all scales throughout the city. The plan also supports environmental health, sustainability and stewardship through the development of regulatory tools, policies and public awareness.</p> <p>The plan designates for protection all areas designated as Capital Green Lands in the RGS through Public Facilities, Institutions, Parks and Open Space designations or Marine and Working Harbour designations (see Map 2). The plan also contains policies to address the protection and enhancement of parks and open space with specific attention to the management of shoreline and freshwater ecosystems, and urban forest management (see 9.1 – 9.6, 10.2, 10.9). More specifically, the plan implements the RGS target of reducing contaminants to fresh and marine water bodies by supporting an integrated and comprehensive approach for the management of surface water, rainwater and ground water resources to ensure healthy aquatic ecosystems (see 10.12).</p> <p>The plan also designates Sensitive Ecosystems (see Map 10) and includes policies to guide the establishment of Development Permit Area guidelines for the protection of identified sensitive ecosystems, urban forest and marine areas of high ecological importance (see 10.2.4, 10.2.5, 10.9.1).</p>

	<p>These various OCP directions support and align with the RGS policies to identify, protect, enhance and restore healthy ecosystems using regulatory tools such as policies, regulations, development permit areas, etc.</p> <p>The plan also implements an RGS policy directing municipalities to identify regionally significant parks through their regional context statement. Major parks identified as Capital Green Lands in Victoria, such as Beacon Hill Park, Summit Park and Gonzales Hill Regional Park, are designated Public Facilities, Institutions, Parks and Open Space as identified on Map 2 and further defined on Map 9, with these designations supported by policy direction for their protection and enhancement (see 9.1 – 9.6). These policies have also guided the development of the Parks and Open Space Master Plan that provides strategic direction for the planning and management of, and investment into the City's parks system for the next 25 years.</p>
4. Manage Regional Infrastructure Services Sustainably	<p>The plan recognizes the importance of sustainable management and access to regional infrastructure services including drinking water, liquid and solid waste, and how these services are impacted through local land use planning and development. Therefore the plan has an overarching objective to focus higher density development in strategic areas to ensure compact land use patterns that manage growth through intensification to minimize the need for new infrastructure while also ensuring well-maintained infrastructure and facilities that meet the needs of residents and businesses through best management practices [see Broad Objectives 11(a)(b)]. This broader direction also aligns with the RGS principle of promoting settlement patterns that are cost-effective and efficient to service.</p> <p>The plan also recognizes that future increases to Victoria's population may have impacts on existing infrastructure, therefore the plan includes detailed policies to accommodate increased growth through the on-going inspection, maintenance, upgrade and replacement of key infrastructure systems (see 11.1, 11.2, 11.3, 11.5, 11.6, 11.7). The management of infrastructure and utilities is also supported through the City's various utility masterplans that consider forecast population growth and are updated periodically. The provision and update of the City's utility masterplans also aligns with the RGS target of preparing long-term capital plans for CRD utilities and major infrastructure.</p> <p>The plan also prioritizes policies that support closed loop systems in resource recovery, and focus on integrated rainwater management through landscape design and integration of small-scale technology (see 11.10 – 11.24). Together the plan's environmental and infrastructure policies support Victoria's move towards a zero net solid waste community in partnership with the CRD and the private sector, which in turn support the RGS objective of avoiding any negative impacts to the long-term availability of</p>



	<p>utility services for existing development and planned growth within the Urban Containment Policy Area, recognizing the impacts of climate change.</p>
<p>5. Create Safe and Complete Communities</p>	<p>Victoria is a very compact and complete community located within the Urban Containment Policy Area. It has an average density of approximately 40 persons per hectare, the highest population density in the Capital Region and the sixth highest in Canada, equivalent to Toronto. On only 2.8% of the Capital Region's land base, Victoria houses nearly one-quarter of the region's population. The plan includes policies to support a broad vision to build complete communities, in particular focusing 50% of forecast residential growth in the Urban Core, 40% in the Town Centres and Large Urban Villages linked by rapid or frequent transit, and situated near community and business services and employment centres (see Figure 3: Thirty Year Growth Management Concept).</p> <p>Virtually all of Victoria is within 500 metres of a transit route and approximately 50% of residents live within 400 metres of one of four frequent transit routes (Douglas Street; Fort/Yates Streets; Hillside Avenue; and Craigflower Road). The plan contains policies to further focus new employment growth in the Urban Core, the Mayfair and Hillside Town Centres, and in employment districts served by rapid and frequent transit service. The plan also includes specific policies that establish urban place designations for the entire city that outline the desired built form, place character, land use and density. The urban place designation policies for the urban core, town centres and urban villages all support compact growth that integrates housing, employment, amenities and community services within walkable centres which provide the basis for complete communities (see 6.1.7, 6.1.8, 6.1.9 and 6.1.10). These policies and urban place designations align with and implement the RGS Complete Communities Criteria.</p> <p>The plan also includes a variety of policies for emergency management focused on preparedness, response, mitigation and recovery and identifies areas of seismic vulnerability on Map 17, and policies respecting additional development information requirements for these areas (see 18.1 – 18.22). These policies also align with RGS policies that support the well-being of residents, address potential risks on development from seismic activity and support the design and construction of climate change-adaptive and risk-adaptive development in the Growth management Planning Area.</p> <p>The development and maintenance of safe and complete communities is also largely accomplished through the development of local area plans that are a key instrument for achieving the goals of the OCP and the RGS (see 20.5.1).</p>

<p>6. Improve Housing Affordability</p>	<p>A key outcome of the plan is to support and maintain improved access to housing to improve quality of life, community health and vitality. In efforts to address housing affordability, Victoria participated in the development and approval of the Regional Housing Affordability Strategy, is a founding member of the Regional Housing Trust Fund, a funding partner in the Greater Victoria Coalition to End Homelessness and supports the Regional Housing First Program.</p> <p>More specifically, the plan establishes policies to encourage a range of housing choices and support services across the city and within every neighbourhood to meet the needs of residents at different life stages and circumstances, and to facilitate aging in place (see 13.1 – 13.39).</p> <p>The plan also contains detailed policies (see 13.2 – 13.2.5) that provide direction for the Victoria Housing Strategy, which outlines a local strategic response to address housing affordability. The Victoria Housing Strategy identifies policies and strategic initiatives that align with policy directions from the CRD Regional Housing Affordability Strategy and support the RGS targets to increase the supply of affordable housing, reduce the number of people in core housing need and reduce the number of people who are homeless.</p>
<p>7. Improve Multi-Modal Connectivity and Mobility</p>	<p>Victoria participated in the development and approval of the Regional Transportation Plan and has partnered with the CRD, BC Transit and others in subsequent implementation initiatives including BC Transit's 25 Year Transit Future Plan. The RGS identifies a target of achieving 42% of all trips made by walking, cycling and transit by 2038. According to the CRD Origin and Destination Survey (2017), 57% of all trips within Victoria were made by walking, cycling and transit. A key component in supporting alternate modes of transportation is the plan's transportation and mobility policies that collectively align with and support the CRD's regional multi-modal network as described in the Regional Transportation Plan including the provision of roads, trails and corridors that support seamless movement throughout the region. More specifically the plan provides a functional street classification map and related policies (see Map 4, 7.2 – 7.9) to guide the role, function and design of city streets. The plan also includes a cycling network map that identifies the existing and future network and policies to guide the development of a completed network in support of the CRD Pedestrian and Cycling Master Plan (see 7.16.2, 7.16.7).</p> <p>The plan supports integrated regional approaches to transportation planning and service delivery, and gives priority to walking, cycling, public transit and goods movement over single occupancy vehicle travel (see Broad Objectives 7(a) – 7(g) and 7.1). The plan's land management vision supports development of a walkable urban pattern composed of a strong downtown core, Town Centres, and Large Urban Villages linked by rapid and frequent transit service and a network of pedestrian and cycling priority greenways (see 6.10.7, 7.14.1, 7.16.3, 7.19.1). The land management and transportation policies of the plan focus on the broad objective that all residents of Victoria can reach goods and services to meet daily needs including public transit within a 15-minute walk of home [see Broad Objectives 6(f)].</p>



	<p>Policies of the plan explicitly endorse coordinated transportation planning at the regional scale, including alignment of local transportation plans and initiatives with regional initiatives and across municipal boundaries including those related to public transit, passenger and commuter rail, goods movement, emergency response, trip reduction and travel demand management, and travel mode connectivity (see 7.14.3 – 7.14.6, 7.25 – 7.29.4).</p>
8. Realize the Region's Economic Potential	<p>The plan's growth management framework and land use designations support Victoria's role as a capital city and ability to nurture the regional economy through attracting and accommodating growth in employment, new commercial and industrial development [see Broad Objectives 14(c) and 14(f)]. The RGS identifies a related target of achieving a jobs/population ratio of 0.60 in the Core Area, which Victoria is currently exceeding with a ratio of 0.92, based on the RGS population, dwelling and employment projections (2011). This strong jobs/population ratio supports the RGS target and reinforces Victoria's role as a capital city and centre of employment. The plan designates lands for employment on Map 2 which responds to the RGS objective of addressing the shortage of designated space-extensive industrial/business land in the region. The plan also provides related policies to achieve a more resilient economy through strengthening its core sectors such as government and business office, tourism and visitor services, marine, advanced technology, arts and culture, and health and education, as well as through increased diversification of business and employment (see 14.28 – 14.55). Together these policies align with RGS direction to enhance established employment centres, integrating high-value, clean industry and business in complete communities, attracting and maintain a highly skilled workforce and reducing poverty in the Capital Region.</p> <p>The plan also includes policy direction for the implementation and periodic updating of an economic strategy for Victoria with a focus on business incubation, growth and retention, and policy respecting poverty reduction and community economic development (see 14.5 – 14.5.3).</p>
9. Foster a Resilient Food and Agriculture System	<p>Although Victoria does not have any land designated as Agricultural Land Reserve, it does recognize the importance of urban agriculture through a set of comprehensive food system policies to support food system planning, production on public and private land and related infrastructure (see section 17 – Food Systems). Victoria also provides a significant market for local agricultural products and the plan establishes policies respecting food security and Victoria's role in the regional food system.</p> <p>For example, the RGS target of increasing the amount of land in crop production to enhance food security is supported by specific policies that direct the City to review and develop City policies and</p>

	<p>regulations to increase the number of allotment gardens, common gardens, edible landscapes, food-bearing trees and other types of food production on public and private lands (see 17.4 – 17.9).</p> <p>The plan also seeks to improve citizen access to affordable, healthy and local foods (see 17.20 – 17.23) and reduce food waste (see 17.24 – 17.26.3).</p> <p>As an implementation measure, the City has also introduced updated zoning regulations that permit small-scale commercial urban agriculture in all zones as a means of supporting urban agriculture. Collectively, the plan policies align with the RGS target of increasing the amount of land for food production as well as aligning with RGS policies to increase local food security and supporting food waste management that is environmentally sustainable and benefits the regional economy.</p>
10. Significantly Reduce Community-Based Greenhouse Gas Emissions	<p>The plan establishes policies for sustainable resource management including policies with respect to mitigating the impacts of climate change, sustainable resource management, greenhouse gas reduction, renewable and district energy, green building and infrastructure, biodiversity, improved ecological function, air and water quality, marine and shoreline management and the urban forest. One of the key implementation strategies is the recent development of the Climate Leadership Plan which provides strategic direction for climate change mitigation and adaptation (see 12.3 – 12.3.6).</p> <p>The Climate Leadership Plan includes an overall goal to reduce community-wide greenhouse gasses by 80% by 2050 (from 2007 levels) and to shift away from fossil fuels to 100% renewable energy by 2050. These targets align with and exceed the RGS target of reducing greenhouse gas emissions by 33% (from 2007 levels) by 2020, and by 61% by 2038. The plan also includes specific policies that support greenhouse gas reductions through the provision of compact land use patterns and walkable communities (see 12.4 – 12.4.3), working in partnership with the CRD, utility providers and the private sector to encourage energy conservation and efficiency (see 12.9). The plan also seeks to reduce GHG emissions through improved building performance of both public and private buildings through the integration of energy efficiency technologies and building systems, green construction, and district renewable energy systems (see 12.17 – 12.22).</p>



# Regional Context Statement

# 5



## OVERVIEW

As the core municipality in the broader metropolitan Capital Region, the City of Victoria must work collaboratively with 12 partner municipalities to achieve regional objectives. The City of Victoria is a partner in the implementation of the Capital Regional District's (CRD) Regional Growth Strategy (RGS), adopted by the CRD Board on August 13, 2003, and supports its goals, principles, policies and initiatives. As the Capital Region's population continues to increase, growth must be managed to ensure that regional sustainability and livability are enhanced over time. Local Government Act section 866 requires member municipalities to include within their OCP, a regional context statement that indicates the OCP's relationship to the RGS, for example, how the OCP conforms to the provisions of the RGS or will be brought into conformity over time. Context statements need to identify:

1. The extent to which the OCP is consistent with the RGS;
2. If it is not consistent, how the OCP will be brought into consistency; and,
3. The elements of the RGS which are not applicable to the municipality.

This regional context statement illustrates how Victoria implements the eight strategic directions of the current RGS:

1. Keep Urban Settlement Compact
2. Protect the Integrity of Rural Communities
3. Protect Regional Green and Blue Space
4. Manage Natural Resources and the Environment Sustainably

5. Build Complete Communities
6. Improve Housing Affordability
7. Increase Transportation Choice
8. Strengthen the Regional Economy

More than seven years have passed since the adoption of the RGS. Several implementation initiatives have been completed including TravelChoices: A Long Term Transportation Strategy for the Capital Region (April 2005), and the Regional Housing Affordability Strategy (March 2007), both of which propose future policy amendments to the RGS. Annual monitoring of RGS implementation since 2004 has identified areas where policy shifts are necessary.

The CRD is currently undertaking a major review of the 2003 RGS with the intention of developing a more explicit focus on regional sustainability, addressing among other things, the challenge of climate change, signaling this intention through a name change from RGS to Regional Sustainability Strategy (RSS). This process is expected to conclude with approval of a new regional strategy in 2013. After adoption of the new RSS, the City would be expected to update its regional context statement within two years.

## REGIONAL GROWTH STRATEGY CONSISTENCY

Figure 7 summarizes how this plan is consistent or working towards consistency with the RGS.

**Figure 7: Regional Growth Strategy Consistency**

RGS Strategic Direction	Consistency Requirements	OCP Policy Response and Reference
1. Keep Urban Settlement Compact	<p>Define the location and establish policies to support the regional urban containment and servicing policy area boundary.</p> <p>Establish the location and policies associated with the metropolitan core and major centres identified on RGS Map 3, including those related to mix of use, housing, and transit access.</p> <p>Indicate the extent to which housing options by type, tenure and market segment are addressed.</p> <p>Increase the designated capacity for ground-oriented housing by 5% over levels in the OCP in August 2003.</p>	<p>Victoria is fully within the regional urban containment area and in addition to the downtown-focused Metropolitan Core, has two Major Centres wholly or partially within its municipal boundaries: one at Mayfair Mall Major Centre, the other at Hillside Mall, both of which are partially within the District of Saanich. A key RGS target is that a minimum of 15% of the region's cumulative new dwelling units are accommodated within Victoria to 2026. Between 2001 and 2007, Victoria's cumulative share of new dwelling units averaged 22% of the regional total. As well, total population of the Metropolitan Core increased 17% between 2001 and 2006, from 9,955 to 11,750.</p> <p>The Metropolitan Core is identified as that area designated Urban Core on Map 2 and supported by policies to accept approximately 50% of Victoria's forecast growth to 2041, or a minimum of 10,000 new residents. The plan requires the City to maintain a local area plan focused on the Urban Core, and the City has developed the Downtown Core Area Plan to give this policy effect, providing policy direction to support population increase, business growth, cultural development, and a walkable core served by high capacity, frequent public transit.</p> <p>This plan designates Town Centres at Mayfair and Hillside Malls on Map 2, and provides policy direction for their development as walkable, transit-focused, mixed-use residential and employment centres. The Mayfair and Hillside Town Centres, together with transit-oriented Large Urban Villages elsewhere in the city, are forecast to accommodate 40% of Victoria's population growth to 2041, or approximately 8,000 new residents. The plan anticipates that the balance of forecast growth to 2041, approximately 10% or 2,000 new residents, will be accommodated in Small Urban Villages and existing neighbourhoods.</p> <p>Over the next 30 years, Victoria is forecast to need designated housing capacity to meet demand for an additional 13,500 apartment units and an additional 2,700 ground-oriented housing units. Zoned land capacity analysis prepared for this plan indicates that there is sufficient zoned capacity in 2011 to just match this demand. The plan designates additional housing capacity, primarily for apartment units and attached ground-oriented housing, to ensure that developable capacity is more than sufficient to meet forecast demand. The additional designation of housing capacity in the plan provides more opportunities for population growth in compact, walkable areas of Victoria, thereby supporting the maintenance of the regional urban containment and servicing policy area boundary.</p>

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RGS Strategic Direction	Consistency Requirements	OCP Policy Response and Reference
1. Keep Urban Settlement Compact		<p>The plan proposes policies to address housing need across the entire breadth of the housing spectrum with a particular focus on meeting housing demand for an aging population, for housing suitable to families, and to address homelessness. The Urban Residential and Traditional Residential designations of the plan provide greater scope for housing stock diversity than conventional exclusive use designations.</p> <p>[SEE SECTIONS 6 – LAND MANAGEMENT AND DEVELOPMENT; 7 – TRANSPORTATION AND MOBILITY; 8 – PLACEMAKING; 13 – HOUSING AND HOMELESSNESS; AND 14 – ECONOMY].</p>
2. Protect the Integrity of Rural Communities	<p>Establish policies and land management designations for the protection of rural character.</p> <p>Designate Capital Green lands and Renewable Resource Lands consistent with RGS Map No. 3.</p> <p>Establish policies and mechanisms to limit the extent of rural development.</p>	<p>While Victoria does not include rural areas, it plays a role in protecting the Capital Region's rural communities by housing a significant proportion of regional population growth in walkable, transit-accessible communities in the region's most diverse housing stock. As well, Victoria provides a significant market for local agricultural products and the plan establishes policies respecting food security and Victoria's role in the regional food system.</p> <p>All lands identified as Capital Green Lands in Victoria, including Beacon Hill Park, Summit Park and Gonzales Hill Regional Park, are designated Public Facilities, Institutions, Parks and Open Space as identified on Map 2 and further defined on Map 9, with these designations supported by policy direction for their protection.</p> <p>[SEE SECTIONS 6 – LAND MANAGEMENT AND DEVELOPMENT; 9 – PARKS AND RECREATION; AND 17 – FOOD SYSTEMS]</p>
3. Protect Regional Green and Blue Space	<p>Designate green and blue space areas consistent with RGS Map No. 4 and establish policies to protect these lands and waters from development.</p> <p>Establish policies for the protection of lands identified as Unprotected Green Space on RGS Map No. 4.</p>	<p>The plan designates for protection all areas designated green and blue space in the RGS through Marine and Working Harbour designations or designated Public Facilities, Institutions, Parks and Open Space, as further defined on Map 2. The plan protects the alignment of the E&amp;N Rail Trail through the Rail Corridor designation, and gives policy direction for ongoing updates to the Greenways Plan and the completion of a Parks Master Plan. A key element of these plans is the completion of the proposed Harbour Pathway system.</p> <p>The plan designates Sensitive Ecosystems on Map 10 and includes policies to guide the establishment of Development Permit Area guidelines for the protection of identified sensitive ecosystems including Coastal Bluff, Garry Oak Woodland, and marine areas of high ecological importance. The plan also provides policy guidance to the development of an Urban Forest Master Plan, and gives policy consideration to the ecological services performed by natural systems.</p> <p>[SEE SECTIONS 9 – PARKS AND RECREATION; AND 10 – ENVIRONMENT]</p>

RGS Strategic Direction	Consistency Requirements	OCP Policy Response and Reference
<b>4. Manage Natural Resources and the Environment Sustainably</b>	<p>Establish policies and targets for sustainable environmental management respecting waste discharge and diversion, resource conservation, and ecosystem health.</p> <p>Participate in integrated watershed planning approaches to manage surface water and drainage.</p> <p>Participate in the establishment of regional policies and targets for air quality, environmental quality and energy efficiency.</p>	<p>The plan establishes policies for sustainable resource management including policies with respect to mitigating the impacts of climate change, sustainable resource management, greenhouse gas reduction, renewable and district energy, green building and infrastructure, biodiversity, improved ecological function, air and water quality, marine and shoreline management and the urban forest.</p> <p>The plan includes policies respecting integrated watershed planning initiatives including those for Cecilia Creek and Bowker Creek.</p> <p>[SEE SECTIONS 10 – ENVIRONMENT; 11 – INFRASTRUCTURE; AND, 12 – CLIMATE CHANGE AND ENERGY]</p>
<b>5. Build Complete Communities</b>	<p>Establish policies to facilitate urban development that contributes to greater community completeness, in particular by supporting: growth in and within 500 metres of the Metropolitan Core and Major Centres; the co-location of housing, employment, services and recreation; new housing within a ten-minute walk of existing business and community services and facilities; projects that avoid or include mitigation measures for areas of high seismic risk; and, locate new growth within 400 metres of transit routes.</p>	<p>Victoria is a very compact and complete community. It has an average density of approximately 40 persons per hectare, the highest population density in the Capital Region and the sixth highest in Canada, equivalent to Toronto. On only 2.8% of the Capital Region's land base, Victoria houses nearly one-quarter of the region's population. The plan includes policies to support a broad vision to build complete communities, in particular focusing 50% of forecast residential growth in the Urban Core and surrounding Urban Residential designations, and 40% in two Town Centres and ten Large Urban Villages linked by rapid or frequent transit, and situated near community and business services and employment centres. The plan includes policies to focus the delivery of community services through hubs located in walkable centres.</p> <p>Virtually all of Victoria is within 500 metres of a transit route and approximately 50% of residents live within 400 metres of one of four frequent transit routes (Douglas Street; Fort/Yates Streets; Hillside Avenue; and Craigflower Road). The plan contains policies to further focus new employment growth in the Urban Core, the Mayfair and Hillside Town Centres, and in employment districts served by rapid and frequent transit service.</p> <p>The plan includes policies for emergency management focused on preparedness, response, mitigation and recovery and identifies areas of seismic vulnerability on Map 17, and policies respecting additional development information requirements for these areas.</p> <p>[SEE SECTIONS 6 – LAND MANAGEMENT AND DEVELOPMENT; 7 – TRANSPORTATION AND MOBILITY; 15 – COMMUNITY WELL-BEING; 18 – EMERGENCY MANAGEMENT; AND, 19 – PLAN ADMINISTRATION]</p>



RGS Strategic Direction	Consistency Requirements	OCP Policy Response and Reference
6. Improve Housing Affordability	<p>Participate in the development and implementation of a Regional Housing Affordability Strategy.</p> <p>Establish policies to address housing affordability.</p>	<p>Victoria participated in the development and approval of the Regional Housing Affordability Strategy, is a founding member of the Regional Housing Trust Fund, has established the Victoria Housing Fund, and is a funding partner in the Greater Victoria Coalition to End Homelessness. The plan establishes policies to address the twin challenges of housing affordability and homelessness across the housing spectrum, consistent with the three regional goals to: increase the supply of more affordable housing; reduce the number of people in core housing need especially low income renters; and reduce the number of people who are homeless and support the transition out of homelessness. The plan includes policy direction to update Victoria's Comprehensive Housing Strategy, which provides a local strategic response to the regional directions established in the CRD Regional Housing Affordability Strategy.</p> <p>[SEE SECTIONS 6 – LAND MANAGEMENT AND DEVELOPMENT; AND 13 – HOUSING AND HOMELESSNESS]</p>
7. Increase Transportation Choice	<p>Participate in the development of a Regional Transportation Strategy that aims to increase walking, cycling and transit mode share, establish a regional major route system, and link the Metropolitan Core and major centres with high capacity transit.</p> <p>Participate in the development of a permanent framework for transportation planning, governance and funding in the Capital Region.</p>	<p>Victoria participated in the development and approval of the TravelChoices Strategy and has partnered with the CRD, BC Transit and others in subsequent implementation initiatives including BC Transit's Westshore – Victoria Rapid Transit project and the 25 Year Transit Future Plan. The RGS 2026 target for non-auto mode share for Victoria's business core of 40% was exceeded in 2006, when Victoria achieved a city-wide non-auto mode share of 46% for journey to work trips, tied with Montreal as the highest in Canada.</p> <p>The plan supports integrated regional approaches to transportation planning and service delivery, and gives priority to walking, cycling, public transit and goods movement over single occupancy vehicle travel. The plan's land management vision supports development of a walkable urban pattern composed of a strong downtown core, Town Centres, and Large Urban Villages linked by rapid and frequent transit service and a network of pedestrian and cycling priority greenways. The land management and transportation policies of the plan focus on the broad objective that all residents of Victoria can reach goods and services to meet daily needs including public transit within a 15-minute walk of home. The plan gives priority to the development of more detailed local area plans for town centres and large urban villages along rapid transit and frequent transit corridors.</p> <p>Policies of the plan explicitly endorse coordinated transportation planning at the regional scale, including alignment of local transportation plans and initiatives with regional initiatives and across municipal boundaries including those related to public transit, passenger and commuter rail, goods movement, emergency response, trip reduction and travel demand management, and travel mode connectivity.</p> <p>[SEE SECTIONS 6 – LAND MANAGEMENT AND DEVELOPMENT; AND, 7 – TRANSPORTATION AND MOBILITY]</p>

RGS Strategic Direction	Consistency Requirements	OCP Policy Response and Reference
8. Strengthen the Regional Economy	Participate in the development of a Regional Economic Development Strategy with a focus on: finding ways to maintain and enhance the Metropolitan Core as the economic heart of the region, ensuring that Victoria achieves a minimum share of 20% of the region's employment growth to 2026; finding ways to include high value clean industry and business in the Metropolitan Core and Major Centres; and, finding ways to reduce poverty.	<p>Victoria participated in the development of the draft Economic Development Opportunities Blueprint – A Strategy for Regional Economic Prosperity, completed in 2004 but not adopted by the CRD Board. The Board directed instead the development of a broader regional economic sustainability strategy as part of the five year review of the RGS, starting in 2008.</p> <p>While Victoria has continued to experience employment increases, it has been losing ground to other parts of the region with respect to its share of new employment growth, attracting only 13% of regional employment growth between 2001 and 2006, compared to the 20% target identified in the RGS. The plan designates lands for employment on Map 2 and includes a number of policies to reverse this trend including: increasing the size and permitted development density of the Core Business district; identifying areas for intensive employment growth in expanding sectors along the Douglas Street rapid transit corridor (Core Employment district, Humber Green Village, Mayfair Town Centre); and, identifying areas for intensive employment growth along frequent transit corridors including the Hillside Town Centre, and the General Employment district at Royal Jubilee Hospital. Victoria's economic structure is summarized on Map 14. The plan also includes policy direction for the development of an economic strategy for Victoria with a focus on business incubation, growth and retention, and policy respecting poverty reduction and community economic development.</p> <p>[SEE SECTIONS 6 – LAND MANAGEMENT AND DEVELOPMENT; 14 – ECONOMY; 15 – COMMUNITY WELL-BEING, AND 16 – ARTS AND CULTURE]</p>



# Draft OCP Regional Context Statement



## Purpose

- Present Council with an updated OCP regional context statement.
- Seek direction to prepare an OCP amendment bylaw and undertake consultation on updated regional context statement prior to reporting back to Council.



Draft OCP Regional Context Statement

## Background

- New Regional Growth Strategy (RGS) was approved by the CRD Board on March 14, 2018.
- RGS provides policy guidance and targets for coordinated growth and development within the region to 2038.
- Section 466 of the Local Government Act requires local governments to include within their Official Community Plans a regional context statement that identifies how the OCP is consistent with the RGS.
- Current regional context statement was developed in 2012 to align with previous (2003) RGS.



Draft OCP Regional Context Statement

## OCP and RGS Policy Alignment

The OCP continues to maintain alignment with the 2018 RGS through policies and strategic directions that:

- focus growth and compact development within strategic areas;
- encourage environmental sustainability;
- result in complete communities with improved housing choices;
- support a multi-modal transportation system for walking, cycling and transit;
- diversify and strengthen the local and regional economies;
- support the planning and integration of comprehensive food systems at various scales; and
- reduce greenhouse gas emissions and energy consumption.



Draft OCP Regional Context Statement



## OCP Amendment

- OCP amendment bylaw is required to amend OCP with updated regional context statement.
- Proposed consultation with Capital Regional District, District of Oak Bay, District of Saanich, Township of Esquimalt, Songhees First Nation, Esquimalt First Nation, and School District 61.
- Interested members of the public will be able to view draft regional context statement through City website.
- Staff will report back to Council with summary of feedback and proposed OCP amendment bylaw prior to first reading.
- Additional opportunity for feedback through public hearing.
- Once Council has approved the OCP amendment bylaw, staff will refer the approved bylaw and regional context statement to CRD Board for acceptance.



Draft OCP Regional Context Statement

## Recommendation

That Council:

1. Direct staff to prepare an Official Community Plan amendment bylaw to replace section 5 of Schedule "A" with an updated regional context statement that summarizes the policy alignment between the OCP and the 2018 CRD Regional Growth Strategy.
2. Consider consultation under Section 475(1) of the Local Government Act and direct staff to post a notice on the City's website of the draft regional context statement, and such notice will provide the contact information of a Planning staff member to which members of the public may speak and provide input, and the staff member will provide a report on input received to Council prior to first reading.
3. Consider consultation under Section 475(2)(b) of the Local Government Act and direct staff to refer the draft regional context statement for comments to the Capital Regional District Board, District of Oak Bay, District of Saanich, Township of Esquimalt, Songhees First Nation, Esquimalt First Nation, and School District 61.



Draft OCP Regional Context Statement

## Recommendation

4. Direct staff to report back to Council with a summary of feedback, the updated regional context statement, and the Official Community Plan amendment bylaw for first reading.

