



# TOWN OF VIEW ROYAL COUNCIL REPORT

**TO:** Council

**DATE:** July 14, 2021

**FROM:** J. Davison, MCIP RPP  
Community Planner

**MEETING DATE:** July 20, 2021

## OFFICIAL COMMUNITY PLAN PUBLIC CONSULTATION AND LOCAL GOVERNMENT LEGISLATIVE REQUIREMENTS

### RECOMMENDATION

*THAT Council endorse the Engagement Strategy from EcoPlan International dated July 12, 2021 as attached to the Community Planner's July 14, 2021 report titled "Official Community Plan Public Consultation and Local Government Legislative Requirements", to address and fulfill the Official Community Plan consultation requirements within Section 475 of the Local Government Act.*

### CHIEF ADMINISTRATIVE OFFICER'S COMMENTS

I concur with the recommendation.

### DIRECTOR OF DEVELOPMENT SERVICES' COMMENTS

I concur with the recommendation.

### PURPOSE OF REPORT

The purpose of this report is to convey to Council the Town's statutory responsibilities under the provincial *Local Government Act* regarding the Town's Official Community Plan review, and to reassure Council that the Engagement Strategy the Town's consultant has prepared (and which is attached to this report) will cover these requirements and satisfy the Town's statutory requirements.

### PROVINCIAL LEGISLATION

The following, section 475 of the provincial *Local Government Act*, describes a local government's responsibilities regarding providing opportunities for stakeholder consultation during development, repeal, or amendment of an Official Community Plan:

#### ***Consultation during development of official community plan 475***

1. *During the development of an official community plan, or the repeal or amendment of an official community plan, the proposing local government must provide one or more opportunities it considers appropriate for consultation with persons, organizations and authorities it considers will be affected.*
2. *For the purposes of subsection (1), the local government 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.*
3. *Consultation under this section is in addition to the public hearing required under section 477 (3) (c).*
4. *If the development of an official community plan, or the repeal or amendment of an official community plan, might affect agricultural land, the proposing local government must consult with the Agricultural Land Commission.*

Key elements of the section include that within 2.a., being that consultation should be 'early and ongoing', meaning that consultation occurs in a timeline which is effective for input received to be meaningfully considered and incorporated before the Official Community Plan it is completed and presented to a committee or Council of a local government.

In endorsing the Engagement Strategy as presented by the Town's consultant, EcoPlan International, Council will be effectively turning its attention to the consultation requirements described within the provincial legislation.

## **ISSUES FOR COUNCIL TO CONSIDER**

Regarding Section 2b above, Council needs 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;*

Staff recommends early and ongoing consultation with the Capital Regional District, especially in terms of alignment with the Regional Growth Strategy.

- ii. *the board of any regional district that is adjacent to the area covered by the plan;*

Staff believes this is not relevant, as there are no regional districts adjacent to the CRD which would be impacted.

iii. *the council of any municipality that is adjacent to the area covered by the plan;*

Staff recommends circulating a draft plan to adjacent municipalities for comment, which is consistent with other municipalities', and the Town's, past practices.

iv. *first nations;*

Staff recommends early and ongoing engagement with Songhees and Esquimalt Nations. Staff sees early and ongoing consultation with First Nations as a critically important part of the OCP Engagement Strategy.

v. *boards of education, greater boards and improvement district boards;*

Section 476 of the *Local Government Act* requires engagement with School District 61 and 62. Staff sees this as being very important regarding planning for future capacities, but also planning for a better integration of school properties and public facilities. Staff will facilitate this aspect of the process.

vi. *the Provincial and federal governments and their agencies*

This means engagement with provincial agencies such as the Ministry of Transportation and Infrastructure, the Agricultural Land Commission (concerning lands within the Agricultural Land Reserve) and the BC Archaeological Branch. These agencies have been especially busy in the past years with increased development in the region, and early engagement would avoid potential delays with the OCP review as approval of the OCP by the ALC is a requirement.

Staff recommends consultation with the federal Department of Fisheries and Oceans and CFB Esquimalt regarding the integration of waterfront development policies in Esquimalt Harbour.

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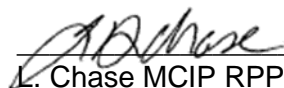
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**SUBMITTED BY:**

  
J. Davison MCIP RPP, Community Planner

**REVIEWED BY:**

  
L. Chase MCIP RPP, Director of Development Services

## ATTACHMENTS:

1. Engagement Strategy – EcoPlan International – July 12, 2021





TOWN OF VIEW ROYAL OCP UPDATE

# Engagement Strategy

JULY 2021







# Background

The Town of View Royal last updated its Official Community Plan (OCP) in 2011. The Town is looking to undertake an OCP update, using a participatory approach that will engage citizens, important stakeholder groups, adjacent municipalities, provincial agencies, Esquimalt, and Songhees Nations. The OCP update process is an opportunity to identify what residents value most, what their visions are for future growth, and how to prepare for and direct change. In the end, the OCP will provide guidance for future planning and investment, through policies that are structured to steward and protect what is cherished.

The OCP project will engage community networks, gather information from the community through both structured and unstructured opportunities, facilitate OCP events and a wide range of engagement activities.

The current OCP has served the Town of View Royal well, and this is to be an OCP ‘update’, not a major re-write. However, some realities and perspectives have changed in the past decade, including advancing reconciliation with Songhees and Esquimalt Nations. OCP conversations about future land use are an opportunity to deepen understanding and support good relations. The Town of View Royal is aware that preparing for future climate change requires taking action to address climate resilience, sea level rise and coastal flooding, habitat conservation, wildfire interface risk, and better managing land uses, particularly around the waterfront. Future growth will necessarily require focussing on redevelopment of previously developed sites, which fit well into the community fabric and meet sustainable development standards. Considering regional transportation and infrastructure investments with neighbouring governments, is significant for the Town View Royal, as four major corridors bisect the Town, and are a significant factor to consider in development of viable future planning options.

The following engagement strategy is based on the outline provided in the consultant proposal (dated June 9, 2021). This strategy has been updated to match input received on Council priorities, staff direction and provides a summary of engagement activities by phase.



## ENGAGEMENT GOALS

Through engagement, this Strategy aims to achieve the following objectives.

1. Offer multiple methods of participation in a safe and accessible manner for all people and stakeholder groups.
2. Engage a range of stakeholders by encouraging and supporting meaningful participation.
3. Clearly set out goals and objectives for the engagement process for each phase of work so that residents and stakeholders understand how they can participate and how their input will be considered in updating the OCP.

## ENGAGEMENT OBJECTIVES

Through engagement, this Strategy aims to:

- **Educate:** Leave participants feeling that they understand what an OCP is and the benefits of having an OCP. Share information on topics of importance, which will help to build shared understanding on benefits and trade-offs of land use planning decisions.
- **Collaborate:** Provide participants an opportunity to voice their concerns/ ideas/ perspectives and understand how the OCP reflects the contributions of participants.
- **Communicate:** Make participants aware of the OCP project and advertise what information/ participation opportunities are available.
- **Build relationships:** land use discussions are an opportunity to have important conversations, listen to diverse perspectives, and continue building and fostering relationships with Esquimalt and Songhees Nations, View Royal residents and business owners, and neighbouring local governments.
- **Coordinate:** Acknowledge cross-jurisdictional issues and topics that are best addressed in a coordinated manner.
- **Connect:** Recognize and understand the unique issues faced (which may vary) among residents and include a diverse group of residents, business owners and neighbours.



## TARGET AUDIENCE

Community members, local groups<sup>1</sup>, local businesses, Esquimalt and Songhees Nations, adjacent municipalities, senior governments (Capital Regional District, Ministry of Transportation, Ministry of Agriculture), School District, View Royal advisory committees (Parks & Recreation and Community Advisory), Town of View Royal Council.

## HEALTH RESTRICTIONS AND GUIDELINES

The engagement approach and activities will follow the latest COVID-19 guidelines and restrictions from the Province around physical distancing and social gatherings. Engagement activities will be adapted along with updates and changes to provincial health guidelines as the project progresses, based on current restrictions. Initial engagement activities will be focused on in-person outdoor events and online techniques. Special consideration is being given to including those who are offline, such as relying on traditional communication methods like mail outs, small group neighbourhood walks, paper survey option and phone calls.

## ENGAGEMENT PROGRAM

The following table outlines each engagement task, by phase. Please refer to the Project Workplan for all tasks.

EVENT/ACTIVITY	TARGET AUDIENCE	KEY CONTENT OR UPDATE	KEY MESSAGING	TIMING
<b>Phase 1: Project Launch</b>				
<b>1.1 Project Launch</b> <ul style="list-style-type: none"> <li>• “What’s Your View” OCP Town webpage set up</li> <li>• Social Media posts – Town Facebook, Instagram, Twitter etc.</li> <li>• IdeaShare interactive conversations</li> <li>• Stakeholder notification</li> <li>• Mailer notice to all residents</li> <li>• Connect with Songhees and Esquimalt Nations</li> <li>• OCP interested residents email list (sign up online)</li> </ul>	Community members, local groups <sup>2</sup> , senior governments, Council, Esquimalt and Songhees Nations	<ul style="list-style-type: none"> <li>• Resident newsletter 1 or post cards with link + URL code to “What’s Your View”</li> <li>• Social media</li> <li>• IdeaShare set up for interactive moderated conversations</li> <li>• Stakeholder letters, email and phone follow up</li> <li>• 3 VR schools letters outreach</li> <li>• Install lawn signs with project QR codes at parks and other public spaces – e.g., pump track, ball diamonds, play areas, community garden</li> </ul>	<ul style="list-style-type: none"> <li>• The OCP update process has been initiated</li> <li>• Get involved in the process</li> <li>• What is an OCP?</li> </ul>	Aug/Sep 2021
<b>1.2 Information meeting with Council and Committees</b> <ul style="list-style-type: none"> <li>• Connect with Council to inform about OCP update</li> <li>• Meeting with Parks &amp; Recreation Advisory Committee</li> <li>• Meeting with Community Advisory Committee</li> </ul>	Town of View Royal Council and 2 Advisory Committees - Parks & Recreation and Community Advisory	<ul style="list-style-type: none"> <li>• Videoconference meeting</li> <li>• Project Schedule</li> <li>• Review of OCP process, Engagement Strategy process, communications and project brand.</li> <li>• Facilitated Exercise – Issues Identification (building on recent Council survey inputs)</li> </ul>	<ul style="list-style-type: none"> <li>• Council and Advisory Committees will be involved in helping to shape the OCP</li> <li>• Touch points for meeting with Council and Committees to discuss issues and seek direction/decisions</li> </ul>	Aug/Sep 2021

<sup>1</sup> Local groups include service providers, Town of View Royal Region Chamber, Town businesses, non-profit organizations, and others listed as “Interested Parties” in the RFP.

<sup>2</sup> Local groups include service providers, Town of View Royal Region Chamber, Town businesses, non-profit organizations, and others listed as “Interested Parties” in the RFP.

EVENT/ACTIVITY	TARGET AUDIENCE	KEY CONTENT OR UPDATE	KEY MESSAGING	TIMING
<b>Phase 2: Where do we want to go? – Existing Conditions &amp; Community Vision</b>				
<b>2.1 Round 1 Engagement:</b> <ul style="list-style-type: none"> <li>• Prepare Topic Focussed 2-page “Primers” on key issues to support shared understanding: <ul style="list-style-type: none"> <li>• Intro – topics are interconnected, VR complete healthy community</li> </ul> </li> <li>1. <u>Housing Matters</u> – Housing Needs, Diversity &amp; Density</li> <li>2. <u>Where’s the Heart</u> – Placemaking + Design that Connects</li> <li>3. <u>Moving Through &amp; Around</u> – Transportation Matters</li> <li>4. <u>Building Better</u> – Sustainable Economy &amp; Redevelopment</li> <li>5. <u>Nature Connection</u> – Shorelines, Protected Areas</li> <li>6. <u>Preparing for Change</u> – Climate, coastal adaption, wildfire interface</li> <li>• Community Workbook and Survey 1 (online and on-paper option)</li> <li>• Community Open House 1</li> <li>• Neighbourhood walk-shops</li> </ul>	Community members, local groups, local development and business community, Parks & Recreation and Community Advisory Committees	<ul style="list-style-type: none"> <li>• Social media (forum, survey, Open House event, neighbourhood walk-shops)</li> <li>• OCP email notifications list</li> <li>• “What’s Your View” website</li> <li>• IdeaShare conversations</li> <li>• Neighbourhood level networks – walk-shop area maps and materials for VR staff delivery in neighbourhoods: Atkins, Burnside, Craigflower, Harbour, Helmcken, Hospital, Thetis and Wilfert</li> <li>• Stakeholders and community groups (email, phone, videoconference, or in-person)</li> <li>• 3 VR schools outreach</li> <li>• Community Mapping large scale map for Open house – Either at VR Elementary School Gym or Town Hall with pre-registration (max 20 people every timeslot)</li> </ul>	<ul style="list-style-type: none"> <li>• Get involved and provide your ideas</li> <li>• Shared understanding of key issues</li> <li>• What are your key concerns?</li> <li>• What do we want our community to look like in 20 years?</li> <li>• What could be improved?</li> <li>• What do we hope to achieve?</li> </ul>	Sep - Dec 2021
<b>2.2 Stakeholder meetings with Neighbouring governments &amp; First Nations</b>	Neighbouring municipalities, regional, provincial, and federal agencies. Esquimalt and Songhees Nations	<ul style="list-style-type: none"> <li>• Videoconference or in person meetings (offer both options)</li> <li>• Inter-jurisdictional interests</li> </ul>	<ul style="list-style-type: none"> <li>• What are current &amp; emerging considerations for interjurisdictional planning in next 20 yrs?</li> </ul>	Oct – Dec 2021
<b>2.3 What We Heard Engagement Summary Report #1</b> <ul style="list-style-type: none"> <li>• Report on engagement activities and key findings</li> <li>• Outline next steps and additional opportunities for engagement</li> </ul>	View Royal staff, Community members, local groups, senior governments, Advisory Committee members and Council	<ul style="list-style-type: none"> <li>• “What’s Your View” web update</li> <li>• Newsletter 2 – resident mail out</li> <li>• Social media</li> <li>• Town notification channels</li> <li>• OCP email notifications list</li> </ul>	<ul style="list-style-type: none"> <li>• This is what we heard from round 1 engagement and consultations</li> <li>• Did we get it right?</li> </ul>	Dec 2021
<b>2.4 Council Presentation #2</b>	Town of View Royal Council	<ul style="list-style-type: none"> <li>• Report on Engagement</li> <li>• Key issues and seek direction</li> </ul>	<ul style="list-style-type: none"> <li>• Facilitated Exercise – Key issues discussion, early directions</li> </ul>	Dec 2021



EVENT/ACTIVITY	TARGET AUDIENCE	KEY CONTENT OR UPDATE	KEY MESSAGING	TIMING
<b>Phase 3: How Do We Get There?</b>				
<b>3.1 Round 2 Engagement events:</b> <ul style="list-style-type: none"> <li>Community Survey 2, online and on-paper in key locations</li> <li>Focus groups with local groups – Policy Directions: Density and Design Transitions; Housing; Transportation; Preparing for Climate Change; Economic Development</li> <li>Community Open House 2 – Guiding Principles &amp; Key Directions, in-person if possible – Draft OCP</li> </ul>	Community members, local groups, senior governments, Council, Esquimalt and Songhees Nations, Capital Regional District	<ul style="list-style-type: none"> <li>Social media (survey, open house)</li> <li>Town notifications</li> <li>OCP email notifications list</li> <li>Resident mail out – OCP priorities and directions</li> <li>Visual Preference Survey – Future Development Density, Form, Character</li> <li>Draft OCP Guiding Principles and Policy Directions to gather input on where there is support</li> </ul>	<ul style="list-style-type: none"> <li>Provide project updates</li> <li>Confirm Vision and Goals</li> <li>Discuss and obtain input on draft OCP guiding principles and policy directions</li> </ul>	Jan - Feb 2022
<b>3.2 Council and Committee Meetings</b> <ul style="list-style-type: none"> <li>Council Workshop – Policy Directions and Proposed Changes to OCP: Density and Transitions; Community Character Options; Transportation; Preparing for Climate Change</li> <li>Meet with 2 Advisory Committees</li> </ul>	Town of View Royal Council and Parks & Recreation and Community Advisory Committees	<ul style="list-style-type: none"> <li>Videoconference or In-person meetings</li> <li>Review of OCP process and what we've heard</li> <li>Facilitated Workshop on Proposed changes to OCP and Policy – Seek Council direction</li> <li>Seek input from Advisory Committees</li> </ul>	<ul style="list-style-type: none"> <li>Council and Advisory Committees involved to shape the OCP</li> </ul>	Feb 2022
<b>3.3 “What’s Your View” updates</b> <ul style="list-style-type: none"> <li>What We Heard Engagement Summary 2</li> </ul>	View Royal staff, Community members, local groups, senior governments, Advisory Committee members; Esquimalt and Songhees Nations	<ul style="list-style-type: none"> <li>Report on Round 2 engagement activities and key findings</li> <li>Outline next steps and additional opportunities for input</li> </ul>	<ul style="list-style-type: none"> <li>This is what we heard and how we’re using it</li> </ul>	Mar 2022
<b>3.4 Draft OCP Review</b> <ul style="list-style-type: none"> <li>Draft OCP</li> <li>Plan on a Page</li> </ul>	Same as audience in 3.1 above + School District, Capital Regional District, Agricultural Land Commission, MOTI	<ul style="list-style-type: none"> <li>Newsletter 3 – resident mail out</li> <li>Social media updates</li> <li>Town notifications updates</li> <li>OCP email notifications list</li> </ul>	<ul style="list-style-type: none"> <li>Opportunity to provide input before the OCP is finalized</li> </ul>	Apr 2022
<b>3.5 Council Review and Public Hearing</b>	Same as audience in 3.1 above	<ul style="list-style-type: none"> <li>Town Council Meeting Presentation (in-person or using videoconference)</li> </ul>	<ul style="list-style-type: none"> <li>Present final draft OCP to Council and at public hearing for final review and edits</li> </ul>	Apr 2022
<b>3.6 “What’s Your View” Final OCP Update</b>	Same as audience in 3.1 above	<ul style="list-style-type: none"> <li>“What’s Your View” webpage update</li> <li>Social media (survey, open house)</li> <li>Town notifications</li> <li>OCP email notifications list</li> <li>Resident mail out – Final Draft</li> </ul>	<ul style="list-style-type: none"> <li>Post final OCP, engagement reports, and other updated project materials</li> </ul>	May/ Jun 2022