

DRAFT – 2022.06.10

RURAL MUNICIPALITY OF
VICTORIA
VISION 2036

Official Plan



Adopted _____, 2022
With Amendments To _____, 2022

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RURAL MUNICIPALITY OF
VICTORIA

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1 Setting the Context

1.1 Preface

This document together with any appendices or amendment constitutes the 2022 Official Plan for the Rural Municipality of Victoria, and replaces the 2014 Official Plan for the Community of Victoria.

1.2 Planning Area

The 2022 Official Plan covers all the geographic area contained within the legal boundaries of the Rural Municipality of Victoria. Although the Plan formally addresses only those matters that arise within the Municipality's legal boundaries, consideration has also been given to the Municipality's relationship with adjacent municipalities, the region and the province as a whole.

1.3 Introduction

The Rural Municipality of Victoria is located on the south shore of Prince Edward Island, halfway between Charlottetown and Summerside. Victoria's borders enclose 1.46 square kilometres of land. The core of the municipality is made up of a historic grid of four blocks defined by three east-west streets and three north-south streets.

The municipality's central core features a mix of residential and commercial uses, while surrounding areas are made up primarily of lower density residential. Other uses within the municipality include agricultural, tourism, natural areas, seasonal residences, accommodations, and some light industrial. These land uses are largely reflective of the historical development of the area, and new development has been regulated through the thoughtful planning of generations of residents, business owners, and elected officials.

Successful planning is an iterative process, and this document builds on the work of previous plans. This Official Plan governs how land uses and supporting services work together in order to make the best use of limited resources and address the challenges and opportunities within the community. It provides the policy framework for the Rural Municipality of Victoria's Zoning & Subdivision Control Bylaw ("Development Bylaw"), and gives policy direction for Council's policies, bylaws, and investments in relation to the following: economic development initiatives, public works, social programs, municipal services, environmental standards, climate change, and fiscal management.

This Official Plan is primarily a land use document, which deals with development control and servicing. It is not, therefore, a comprehensive strategy for economic and social development. This document seeks to guide land use in a way that facilitates economic and social development, but is not intended to provide the answers to all aspects of Victoria's future.

1.4 History

The Mi'kmaq have lived on Prince Edward Island or Epekwitk (resting on the waves) for at least 10,000 years, predating any other known settlement. European explorers arrived on the Island in the 18th century. The settlers annexed the Island to Nova Scotia in 1758 under British control, then divided the unceded land into 67 townships and parceled it off in a European lottery.

Colonizers arrived in Victoria in the early 1800s, settling in the area once they noticed the harbour's great potential. Lawyer James Bardin Palmer founded the community now known as the Rural Municipality of Victoria in 1819. In the 1860s, Bardin Palmer's son laid out the street grid that can still be seen today.

In 1871, three wharves were built to accommodate the emerging shipbuilding and lumber industries. This became the third largest port on the Island, soon trading with other East Coast ports as well as Europe and the West Indies. Exports included produce, potatoes, and eggs, shipped by schooner.

By the 1890s, the depletion of Victoria's forests led to the collapse of these industries. The development of rail around this time rendered the harbour somewhat obsolete for its initial purpose, though it was soon reinvented as a fishing port. Throughout the 1900s, fishing and farming sustained much of the community. Tourism began to grow as an industry following wharf improvements and the use and promotion of heritage structures for other uses, such as the Victoria Community Hall by the not-for-profit Victoria Playhouse Inc.

Commercial uses have carried on in the historically mixed-use central core, and the growth of tourism led to the creation of some tourism-focused home-based businesses; today, the central core is a unique mix of homes and small commercial businesses.

The wharves remain a valued part of this community and the local economy. Fishing, pleasure boating, and commercial businesses such as restaurants have taken over as the wharves' main uses.

Victoria was incorporated as a Village in 1951. The community was initially governed by three council members but expanded to five in 1998. Fire protection and street lighting were the first essential services to be provided by the new municipal government. Many shops moved to nearby Crapaud when the TransCanada Highway bypassed the community in the 1950s, allowing Victoria to remain the quiet seaside community it is today.

Many of the community's historic buildings remain standing, including a variety of Victorian homes and barns. Notable structures include, for example, the Leards Range Lighthouse, the Victoria Community Hall, Island Chocolates (which occupies the old General Store), the Old Schoolhouse (now the Municipal office and community space), and the Grand Victorian wedding venue (in what was once the local church). While most of these structures have been carefully maintained and renovated over the years, some homes and barns have gone vacant or abandoned and need repair.

1.5 Demographics

1.5.1 Population

According to the 2016 Census, Victoria’s official population of full-time residents was 74, a 29% decline since 2011. The 2009 Official Plan further illustrates this trend, showing that the full-time population has been decreasing steadily since 2001.

Census data is based on primary place of residence. In other words, the Census does not capture seasonal residents or part-time residents who identify a different location as their primary residence. However, looking at dwellings, Victoria had (in 2016) 64 private dwellings. Only 36 of these were occupied by full-time residents. Since Victoria does not have a post-secondary school (students are a common type of part-time resident in many communities), we can infer that many of the 28 dwellings not occupied by full-time residents host seasonal residents who swell the community’s population in the summer months.

The Census indicates the majority of the population in Victoria is over 50, and there are no full-time residents between the ages of 20 and 39. Victoria’s median age is 55.5. Children under 15 make up under 7% of the population, while seniors (65+) make up 33%. Anecdotally, residents in Victoria have observed a recent surge in the number of people moving to the community. One long-time resident reported the following for the years 2009 to 2019:

	Households	Residents
Gain	21	61
Loss	7	13
Net Total	+14	+48

Since the 2016 Census reports a decline in the full-time population, these data suggest that much of this growth has happened in recent years, since 2016. Importantly, the net gain includes eight households with children.

Many of the new households consist of people aged 55 and older. Residents note that Victoria’s charm and strong sense of community are attractive qualities for retirees, and many seniors are actively moving to Victoria for retirement.

In addition to the full-time growth, approximately 7 households of 18 seasonal residents moved in between 2009 and 2019, including 2 families with children.

1.5.2 Housing and Economics

The 2016 Census indicates the following full-time household compositions:

One person	10
Two people	15
Three or more people	5

*numbers are likely rounded to the nearest 5 due to small sizes

In 2015, the median household income before-tax was \$51,328, lower than the median of \$63,770 within Queens County.

Of the households in Victoria, 60% still have a mortgage on their home. The average value of dwellings was \$179,075 in 2016, again lower than the county average of \$227,784. However, values appear to be increasing since the Census, with two homes listed for just under \$250,000 and one home listed for \$850,000 in 2019.

Despite its small size, Victoria has a diversity of economic activity within its borders including tourism, commercial business (including many home-based businesses), fishing and aquaculture, agriculture, and industrial business.

Due to the aging population, the workforce in Victoria is down 44% in the last decade. With 25 local members of the workforce, many workers employed in the municipality commute from elsewhere. Resident occupations are evenly split between professional, scientific and technical services; educational services; and arts, entertainment and recreation.

1.6 Existing Land Use

Development in Victoria is most dense in the central core, where the average lot size is 1,360 square metres (1/3 of an acre). Over the years this four-block grid has been extended to accommodate new development. Newer residential development has larger lot sizes, with an average of 2,300 square metres (just over 1/2 an acre).

The public services and institutional uses are spread throughout the community and include the Old Schoolhouse and the Victoria Community Hall, among other facilities. The Causeway, at the south-east extent of the community, houses a mix of open space, agricultural uses, light industrial, and a single residence.

Table 1 shows the breakdown of existing land uses within Victoria, and the change over time since the last Official Plan was completed in 2014. The residential land in 2020 is diminished by about half, likely because the 2020 numbers include vacant homes and undeveloped residential lots as “vacant land” or “agricultural”, depending on the current use. Although the boundaries of the municipality have remained the same within these years, the total land area is slightly different between these calculations, due to differing methods. Aside from these technical changes, there appears to have been a slight increase in

commercial land. The roadway connecting Dunrovin Street and Rovis Beach Lane has been removed from the 2022 map where the right-of-way has grown over.

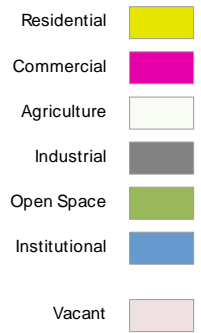
Table 1: Existing Land Use in 2014 and 2020

Land Use	Area (acres): 2014	Proportion of Total: 2014	Area (acres): 2020	Proportion of Total: 2020
Residential	85	25%	43	12%
Agricultural	171	49%	186	53%
Commercial (incl. Residential-Commercial)	3	0.5%	5	1%
Recreation & Public Open Space	20	6%	19	5%
Public Service & Institutional	3	0.5%	3	1%
Light Industrial	24	7%	24	7%
Vacant	10	3%	45	13%
Streets	30	9%	25	7%
Total	346	100%	349	99%

Figure 1: Existing Land Use



Current Landuse



1.7 Development

1.7.1 Industrial

Industrial development in Victoria is currently focused in two facilities: Elanco on the western edge of the community, and Halibut PEI on the Causeway. Both of these businesses are recent additions to the community. The facilities in which these businesses are located pre-date their operations; however, both companies invested in expanding their facilities. In October of 2019 Elanco announced they were selling their facility; with the sale to The Center for Aquaculture Technologies Canada completed in February of 2020. Halibut PEI has been sold to Amar Group (May 2022).

1.7.2 Commercial

Commercial development in Victoria has occurred primarily in three locations: the wharves, the central core, and the commercially zoned lands at the southwest corner of Victoria Road and Nelson Street.

There has been substantial commercial development on the local wharves since the 1980s. Today, the larger of the two wharves houses two restaurants and several tourist shops.

Within the central core, the commercial development pattern in recent decades has been focused on the tourism industry; many residences in the core now have businesses operating out of them during the summer and shoulder seasons. At the very north extent of the central core, a former church was converted to a boutique wedding and event space.

The commercially zoned lands host the renewed Victoria Cottages; however, there is still a large area of undeveloped land to accommodate future commercial growth.

One recent development trend throughout the world is the proliferation of short-term rentals (homes or cottages rented as tourism accommodations). While such activity has always occurred, newer digital platforms such as Airbnb and VBRO have raised the profile of such operations. This trend extends to Victoria, raising concerns about a loss of housing and the effect this increase in seasonal residency may have on the community.

1.7.3 Residential

Housing in Victoria is made up almost exclusively of owner-occupied, single-detached homes. The majority of housing was built before 1961, though some construction occurred in the 1960s and 70s and two new residential subdivisions have been developed within the last decade.

To the east of Russell Street, Dunrovin Estates is a partially developed subdivision overlooking the Westmoreland River, with central watermains servicing the properties. On the other side of Victoria, Dunrovin Shores is a more recent subdivision with a variety of lots for sale, also partially developed. The waterfront lots are located west of Nelson Street and offer central water and

sewage. Both of these subdivisions have been slow to develop and provide ample residential development opportunity over the life of this Plan.

1.8 Key Issues

1.8.1 Aging Population

As outlined in subsection 1.5, Victoria’s full-time population has been declining steadily for almost two decades. The majority of the population is over 50, and this aging community suggests lower demand for housing, business, and services. Some services, like health care, will likely see a surge in demand. This may result in lower property tax revenue for the Municipality, though services will require the same level of upkeep and maintenance. While the local tourist season provides support for Victoria’s businesses, population decline can create difficulties in maintaining the quality of services and infrastructure required for daily life.

1.8.2 Housing Options

Victoria’s detached, owner-occupied mix of heritage homes and new subdivisions are a defining element of the municipality’s character, but the lack of diverse housing options creates a challenge to those looking for affordable and accessible homes. Seniors that want to remain in their community and young people hoping to live in Victoria often need smaller options to suit their needs.

1.8.3 Short-term Rentals

While vacation rentals have been present on the Island for a long time, more recent online listings such as Airbnb and HomeAway have increased the popularity and visibility of the market. Short-term rentals can increase the supply of visitors’ accommodations dramatically and can also allow homeowners to earn a second income. On the other hand, short term rentals create concerns about competition with the traditional hospitality industry (particularly in a small place like Victoria, where traditional accommodations report declining bookings), the potential increase in tourism, as well as decreases in the supply of long-term housing options.

1.8.4 Commercial in the Central Core

Some of the amenities once housed in Victoria have moved to larger communities adjacent to Victoria, so the scope of local commercial extends beyond the municipal boundaries. The commercial spaces within Victoria are well-loved by residents, and seniors particularly appreciate services that remain open through the winter when travel of any distance can be more difficult. The question at the heart of this issue is about the desired identity of the central core, and the ideal balance of residential and commercial.

1.9 The Planning Process

This Plan and its associated Development Bylaw were developed over the course of two years, beginning in the summer of 2019. Building on the foundation of the existing planning documents, the project team—guided by a Steering Committee made up of staff, elected officials, and residents—conducted a detailed Background Analysis of Victoria’s existing conditions. The analysis looked at topics affecting current land uses including environmental issues, demographics, infrastructure, housing and the economy.

This analysis document informed an extensive round of public consultation (see Chapter 2) that allowed residents, visitors and stakeholders to voice their concerns and outline their vision for the future, as well as dive deeper into some key themes.

This preliminary work set the context and provided a wealth of data, which guided the drafting of this Official Plan and Development Bylaw. These documents were further reviewed and refined following rounds of consultation with staff, residents and Council, before being adopted in [REDACTED], 2022.

1.10 Compliance with Other Legislation

1.10.1 Statements of Provincial Interest

Prince Edward Island’s 2014 Report of the Task Force on Land Use Policy includes recommended Statements of Provincial Interest that would apply to all municipal planning documents in the province. While these have not been adopted, they do reflect relevant regional values this Plan will aim to uphold. The list below provides an overview of each proposed Statement of Provincial Interest.

Statement 1: Engagement

Ensure people have the opportunity to engage in decisions that affect their quality of life.

Applicable Official Plan Policies: 6-11, 6-13, 6-28

Statement 2: Water Quality & Quantity

Protect the quality and quantity of the Island’s water and ensure it is healthy and sustainable for current and future generations.

Applicable Official Plan Policies: 4-5, 4-6, 4-7, 4-8, 4-9, 4-10, 4-11, 4-12

Statement 3: Soil Quality

Maintain and improve soil quality.

Applicable Official Plan Policies: 4-14, 4-15

Statement 4: Natural Areas

Protect the quality and quantity of the Island’s natural areas, both on land and in aquatic areas.

Applicable Official Plan Policies: 4-64, 4-68

Statement 5: Coastal Areas

Protect and manage coastal areas to safeguard their environmental, economic, historic and aesthetic values and to protect public safety.

Applicable Official Plan Policies: 4-62, 4-63, 4-65, 4-66

Statement 6: Rural Character

Identify and protect the rural character and significant views of Prince Edward Island.

Applicable Official Plan Policies: 5-5, 5-15

Statement 7: Agricultural Land

Protect the agricultural land base and offer certainty to farmers in land use decisions, so we have viable farms for the long term.

Applicable Official Plan Policies: 4-46, 4-54, 4-55, 4-57

Statement 8: Forested Land

Increase the diversity, quality and connectivity of the forest.

Applicable Official Plan Policies: 4-56

Statement 9: Marine Environment

Protect our marine environment and industries.

Applicable Official Plan Policies: 4-13, 4-53, 4-63

Statement 10: Sustainable Communities

Encourage safe, healthy, vibrant and sustainable communities.

Applicable Official Plan Policies: 4-23, 4-25, 4-26, 4-27, 4-28, 4-29, 4-30, 4-31, 4-35, 4-36

Statement 11: Infrastructure

Promote the efficient use of existing infrastructure before expanding or developing new infrastructure.

Applicable Official Plan Policies: 4-1, 4-2, 4-4, 4-7

1.10.2 Human Rights Legislation

All policy and regulations included within this Official Plan and the accompanying Development Bylaw must be consistent with the rights and freedoms laid out in the *Canadian Charter of Rights and Freedoms* and the *Prince Edward Island Human Rights Act*.

The policies and regulations contained within these documents are intended to govern solely land use, and cannot regulate people who use the services and amenities provided for within this Plan. Each land use planning action will be analyzed to ensure that it has proper planning purpose. If it is determined that the action may operate to create an exclusion, restriction or preference of a group of persons protected by the Charter and the Code, then the action must:

- Be adopted for a purpose or goal that is rationally connected to the planning action / policy; and
- Be adopted in good faith with the belief that it is necessary to fulfil the purpose; and
- Be “reasonably necessary” to accomplish its purpose or goal, because it is not possible to accommodate the group without undue hardship to the Municipality considering the cost, outside sources of funding, if any, and the health and safety requirements, if any.

Chapter 1 Changelog

Reference No.	Effective Date	File or Project	General Nature of Change
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2 Community Engagement

Planning impacts various aspects of daily life including housing, commercial uses, neighbourhood design, and the protection of sensitive environments and natural resources. This engagement process, branded as Vision 2036, gave the Municipality a chance to hear from community members about their expectations and vision for the future, as well as inform them about the project. The engagement made use of various methods and tools in order to reach different people in different ways, and a municipal email list and website ensured that seasonal residents could be reached throughout the project timeline. An Engagement Summary released in February, 2020 compiled the results of this engagement and analyzed key theme areas established through community participation. Engagement activities prior to the formal adoption process spanned from August 2019 to [REDACTED] 2022, and included the following:

2.1 Door-to-door Canvassing

The project team conducted door-to-door canvassing throughout the community in August of 2019. This reached 30 households for one-on-one discussions of residents' thoughts and ideas for the future.

2.2 Public Meeting

Approximately 35 residents attended the first public meeting in August 2019 at the Old Schoolhouse. The meeting included a short presentation about the scope of the plan review before participants broke into small group discussions to cover themes such as housing, commercial uses, and tourism. There have been 2 subsequent public meetings held since that date in March and [REDACTED] 2022.

2.3 Stakeholder Interviews

Stakeholder engagement allowed the team to gather more in-depth information from several local stakeholders involved in local businesses, organizations and services.

2.4 Visitor Survey

The team distributed an online survey for visitors to the community through municipal email lists. Tourism operators were encouraged to direct visitors to the survey, which asked questions about their stay in Victoria, as well as services and infrastructure they feel may have improved their experience. This survey collected 24 responses.

2.5 Key Issues Survey

With 54 responses, this survey explores some of the key policy issues that arose from initial engagement, including the municipality's vision, housing, short-term rentals, commercial allowances, and design guidelines.

2.6 Draft Plan Open House

The project team followed the release of the draft plan with a public open house on August 14, 2020. Over 30 community members came out to the open house. It involved a set of panels providing an overview of the draft contents, large print-outs of the Zoning Map, and a formal opportunity for participants to make comments and ask questions.

Chapter 2 Changelog

Reference No.	Effective Date	File or Project	General Nature of Change
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3 Vision

3.1 Vision Statement

“The Rural Municipality of Victoria will be a place where community members choose to live, raise families, retire, operate business, and work. Set in a beautiful rural landscape, the coastal village is firmly rooted in its heritage, while looking towards the future that encourages sustainable growth. Future development supports all residents, and has foundations in a healthy environment, inclusion, accessibility, and sustainability.”

3.2 Key Principles

This Plan is a collection of the policies the Municipality will use to address the issues and trends expressed in Chapters 1 and 2, with the goal of working towards a community that embodies the above Vision Statement. To ensure a clear and thoughtful land use approach, Council used the following key principles to direct each policy of this Plan:

- Make efficient use of existing infrastructure and guide development of new infrastructure where it will be most used and sustainable.
- Plan for climate change and mitigate its effects through the siting of new development.
- Develop plans and actions to protect public safety, environmentally sensitive areas, infrastructure, property, and heritage sites against the effects of climate change
- Protect sensitive natural environments from degradation caused by development.
- Create clear and effective regulations, and avoid regulations that are not necessary or not enforceable.
- Enable and support a wide range of business types.
- Enable and support a complete spectrum of housing opportunities and services.
- Foster a healthy social and physical environment for all community members.
- Recognize the importance of heritage properties and landscapes of Victoria.

These principles are reflected in the objectives that proceed each policy statement.

4 Future Development

4.1 Introduction

Within Victoria, there are a variety of land uses, development forms, and planning issues. While many of these concerns are specific to certain types of landscapes or land uses, some issues are general and apply to the municipality as a whole. This chapter contains the policies that guide those shared issues.

4.2 Mission Statement

Planning is, fundamentally, about directing growth, using resources wisely and investing strategically. Council believes new development in Victoria should be prioritized where there are existing services in order to ensure long term sustainability. Future growth should aim to protect and enhance Victoria’s picturesque setting and unique heritage value.

4.3 Infrastructure

Infrastructure serves as the foundation of any community, and this is one of the main services provided by governments.

Infrastructure includes some of the biggest costs for local governments, and Council believes that responsible use of tax dollars requires being strategic about the location and use of new infrastructure. This section contains policies for making these strategic decisions.

4.3.1 Objectives

The Rural Municipality of Victoria has the following objectives for municipal services:

Social

- Continue to work with the Province to encourage pedestrian and bicycle use and minimize conflicts with motorized traffic.
- Prioritize accessible and inclusive design within the built environment.
- Ensure that residents receive high quality central services.
- Foster social interaction and a healthy lifestyle for all residents.

Economic

- Provide efficient and cost-effective central services and fire protection.
- Encourage the location of future development along existing central service networks.

Physical

- Coordinate the municipality’s future land use and development plans with the Province’s transportation network plans.
- Work with the Province to provide safe access to any new developments.

- Work with the PEI Department of Transportation and Infrastructure Renewal or its successor to classify streets and control traffic on local roads.
- Work with the Province to ensure electrical and communication services are placed underground wherever physically and economically feasible.
- Ensure new development is connected to adequate water and sewer services.
- Monitor and upgrade municipal services as required to ensure the safety of all residents and community members.
- Provide adequate parking for both motorized vehicles and bicycles.
- Ensure the safe movement of motorized and human-powered modes of transportation.

Environmental

- Minimize and manage adverse impacts of stormwater runoff on the natural environment.
- Ensure that groundwater quality and supply is not compromised by future development.
- Maintain protection of the community's water source in accordance with the Wellfield Protection Plan.

4.3.2 General

Policy 4-1: Council shall, through the Development Bylaw, require new development to connect to central water, sewer, or both, where such services are available.

Policy 4-2: Council shall, through the Development Bylaw, encourage the efficient use of central services by permitting smaller lot sizes and lot frontages in areas where central sewer, water, or both, are present.

Policy 4-3: On lots not serviced by both central sewer and water, Council shall, through the Development Bylaw, enforce the Provincial Minimum Lot Size Standards.

Policy 4-4: Council shall consider extensions of central services to unserved areas of the Municipality as feasible.

Policy 4-5: Council may develop an Emergency Measures Disaster Plan for responding to man-made and natural disasters that have the potential to impact municipal services.

Policy 4-6: Council shall prioritize the procurement of a backup generator for both the water and sewer utilities.

Policy 4-7: Council shall ensure all servicing is in accordance with Victoria's Servicing Standards.

4.3.3 Central Water

Victoria, like the rest of the province, gets its drinking supply from groundwater, whether through the municipal system or private wells. As sea levels rise, water moves higher into the water table through the process of intrusion. This could decrease the amount of potable water. While Victoria’s public water supply has not yet faced any major issues, the potential of climate change to affect this resource should be monitored.

Central water first came to Victoria in 1988, drawn from a well field located on Victoria Road. The system runs east down Victoria Road to Nelson Street, north along Nelson and south through the central core, spanning a wider scope than central sewer. Water mains serve properties as far west as Wanda Street, in the Dunrovin Shores development, and as far east as Lyman Street, into Dunrovin Estates. Central water is designed to avoid contamination from on-site septic tanks, and is well suited for the central core’s small lot sizes. Some properties (such as Elanco) use private wells.

It is Council’s intention to continue to monitor the effects of climate change and sea level rise, as well as identify potential sources of water pollution. The Municipality has a Wellfield Protection Plan, established in 2017. This document outlines safeguards for the central water system, and will be updated as necessary. Victoria Servicing Standards also include a wellfield protection area.

Policy 4-8: Council shall work with the PEI Department of Environment, Labour and Justice or its successor to protect both the quantity and quality of surface and ground water resources in the Community.

Policy 4-9: Council shall defer to Provincial regulations including *The Water Act*, *the Pesticides Control Act*, and the *Environmental Protection Act* when reviewing applications for development permits, and shall require developers to identify any proposed chemical or petroleum storage areas at the time of application.

Policy 4-10: Council shall encourage the maintenance and protection of features that contribute to groundwater recharge, and shall identify and protect major aquifer recharge areas.

Policy 4-11: Council shall, through the Development Bylaw, establish the Wellfield Protection Overlay Zone, in accordance with the Municipal Wellfield Protection Plan.

Policy 4-12: Council shall prioritize the purchase of additional land for the protection of the Municipal wellfield.

4.3.4 Sewage Collection and Treatment

Central sewer was developed in 2008, now forming a system that runs throughout the central core. A force main follows west along Victoria Road to the treatment site, outside the municipal boundaries. Two lengths of force mains and two lengths of gravity mains service the community, running as far west as Wanda Street and as far east as Russell Street. Homes along Nelson Street, north of Bardin Street, and in Dunrovin Estates are serviced by individual on-site septic systems.

Victoria's Servicing Standards indicate that additional proposed connections outside the central core are looked at on a case-by-case basis before it is decided whether to connect them to the central sewer. Remaining properties within the community are served by on-site septic systems, either using an effluent gravity septic tank or an effluent pressure septic tank.

Policy 4-13: Council shall continue to provide adequate sewage collection and treatment facilities for the municipality.

4.3.5 Stormwater Management

Stormwater management and drainage have been an ongoing concern in Victoria. The impacts of new development and climate change have increased surface water flow in some areas. Roadways in Victoria have been expanded over the years, and the lack of ditching provides additional challenges in regards to stormwater management.

Stormwater can contribute to runoff and flooding, and proper management is required to limit property damage, environmental impacts, and protect groundwater quality and recharge. The Province provides stormwater management services to the Municipality through the PEI Department of Transportation and Infrastructure Renewal.

Policy 4-14: Council shall work closely with the PEI Department of Community of Transportation and Infrastructure Renewal or its successor to ensure that stormwater run-off is managed in a manner that is both cost-effective and environmentally sensitive, and minimizes risks to public health, safety, and private property.

Policy 4-15: Council shall require developers of a special permitted use to submit a drainage plan and/or a stormwater management plan as part of the subdivision approval process. This management plan shall be reviewed and approved by the PEI Department of Transportation and Infrastructure Renewal or its successor prior to Council granting final approval of the proposed development.

4.3.6 Fire & Police Services

Victoria provides its own fire protection through a local volunteer Fire Department, operating out of the Fire Hall. It houses two pumper trucks and an emergency response truck. The nearby Crapaud Fire Department provides additional aid as needed. Policing services are provided by the RCMP through its Summerside Detachment, about 30 minutes away.

In order to maintain the security of the community, Council will regularly review the quality of fire and police services and look for cost-effective ways to improve and maintain these services. Regular consultation with the Victoria and Crapaud Fire Departments will ensure local fire prevention standards are up-to-date.

Policy 4-16: The Municipality may continue to receive fire protection services from the Victoria Volunteer Fire Department, with support from the Crapaud Fire Department.

Policy 4-17: Council shall require, through the development permit process, that the developer of light industrial development or new commercial development or the expansion of an existing commercial development outside the Commercial Zone cover all costs of specialized fire services or facilities, as required.

Policy 4-18: Council may maintain its contract with the Province to receive police protection services from the RCMP.

4.3.7 Road Network

Victoria has two direct access roads to the Trans-Canada Highway: Route 116 (which runs from Victoria Road to the Causeway) and Nelson Street. A third access point is provided through Tryon. Victoria's street network is completely owned by the Province. The Province provides road maintenance, snow clearing, and stormwater management through the Department of Transportation and Infrastructure Renewal.

Given the critical relationship between land use and traffic generation, it is imperative that Council work closely with the Province to ensure that both safe and efficient transportation facilities are provided to service the needs of both the municipality and the region, and that land use patterns and development standards do not compromise the efficiency or safety of the transportation network.

Council will assist the Province in identifying annual road maintenance requirements and significant safety, design and drainage concerns.

Policy 4-19: Council shall continue to work with the PEI Department of Transportation and Infrastructure Renewal or its successor to review and approve new subdivision roads, private road accesses, annual road maintenance priorities, speed limits, roadway and intersection improvements and any development which will generate significant traffic volume.

Policy 4-20: Council shall require that any costs associated with the design or construction of any transportation improvements or additions necessitated by a subdivision be paid for by the prospective developer.

Policy 4-21: Council shall continue to work with the PEI Department of Transportation and Infrastructure Renewal or its successor to ensure that sanding and snow removal services are provided in an effective and timely manner.

Policy 4-22: Council shall, through the Development Bylaw, prohibit residential development on any new private road.

4.3.8 Accessibility

Barrier-free design aims to remove physical barriers from the built environment to accommodate users of all abilities. Working with the Province and local business owners, Council wishes to prioritize the accessibility of the transportation network, as well as commercial and public facilities. Barrier-free design regulations set by the Provincial *Building Code Act* are in place to guide all new construction and retrofits.

Policy 4-23: Council shall work towards improving the accessibility of all Municipal buildings, following standards set out by Provincial regulations.

Policy 4-24: Council shall, through the Development Bylaw, enable a diversity of housing types that are accessible and suited to seniors and people of all abilities.

Policy 4-25: Council shall work with local stakeholders and the Province to encourage accessibility improvements for retrofits to existing and development, new development, and streetscapes.

4.3.9 Active Transportation

Although the community has no sidewalks, Victoria's compact centre and dense street grid are very walkable. There is a noticeable increase in car and foot traffic, as well as cycling, during the tourism season. However, the general tourism-oriented nature of most services in the community means residents are typically dependent on cars to access day-to-day services, driving to nearby communities for shopping or appointments.

Working with the Province, Council will continue to plan for accommodation of the increased pedestrian traffic during the tourism season and encourage the year-round uptake of active transportation options.

Policy 4-26: Council shall work with the Province and local stakeholders to encourage the implementation and improvement of pedestrian amenities, including but not limited to, public seating and public washrooms.

Policy 4-27: Council shall consider the environmental, economic, and social sustainability, including accessibility, of all pedestrian amenities, including but not limited to, public seating and public washrooms.

Policy 4-28: Council shall, through the Development Bylaw, require active transportation connections between new public streets and planned or existing pedestrian trails or pathways.

Policy 4-29: Council shall, through the Development Bylaw, encourage bicycle parking for select uses.

Policy 4-30: Council shall, through the Development Bylaw, develop recommendations for bicycle parking spaces aimed at making them visible, accessible and secure.

Policy 4-31: Council may, through the Development Bylaw, establish requirements for parking lot design that provide for pedestrian connections between the front door of the main building and the street.

4.3.10 Automobile Parking

The heritage streetscapes of the central core are a key contributor to the character of the community. However, the narrow roads and dense development leaves little room for parking, forcing cars to park on the grass outside businesses and homes and, in the summer, creating congestion and safety hazards. At the same time, large parking areas could push land uses apart, making the community less enjoyable for pedestrians and cyclists, and increasing servicing costs (*e.g.* longer lengths of pipes for each lot). Council also does not wish to encourage demolition of buildings simply to accommodate parking. For these reasons, Council wishes to establish minimum parking requirements for some uses and zones, as well as establish a public parking area outside of but accessible to the Central Core. Parking will be intended to reduce overflow, but will not necessarily accommodate peak demand at all times.

Policy 4-32: Council may, through the Development Bylaw, establish minimum parking requirements for some uses and zones, aimed at reducing parking overflow into adjacent neighbourhoods and in inappropriate areas, but not necessarily accommodating peak parking demand at all times.

Policy 4-33: Council may, through the Development Bylaw, allow parking lots as a main use within both the Commercial and Public Service and Institutional Zones.

Policy 4-34: Council may work with local businesses and residents to establish a public parking area.

4.3.11 Solar Energy

Although solar energy as an accessory use represents an alteration to building exteriors, the flexibility of panel designs ensures that, with careful design, solar energy uses do not need to negate the heritage value of properties.

Recognizing the results of Victoria’s Climate Change Vulnerability Assessment and Vulnerability Assessment, Council wishes to enable the environmental and economic benefits of encourage the use of renewable energy sources within all development.

Policy 4-35: Council shall, through the Development Bylaw, allow solar energy as an accessory use within all zones.

Policy 4-36: Council shall, through the Development Bylaw, allow solar energy as a primary use within the Agricultural Zone.

4.3.12 Public Service and Institutional

Victoria has a significant number of public and institutional spaces, many of them possessing important heritage value. Some of Victoria’s heritage buildings have been converted to new uses, such as the Victoria Community Hall and Leards Range Lighthouse, both of which are designated heritage properties. The new use of these facilities allows them to be appreciated by residents and visitors alike, supplying needed amenities that improve the quality of life for the local community. These important services and facilities need to be protected from potential encroachment of conflicting land uses, traffic issues and other safety concerns.

Institutions and public services such as recreation, cultural facilities and healthcare are an important part of our communities. These facilities vary widely in scale, and their suitable location depends on their specific use. For this reason, the Public Service and Institutional Zone is intended to accommodate these uses in a wide range of settings.

Policy 4-37: Council shall, through the Development Bylaw, establish the Public Service and Institutional Zone, intended to apply to the lands of public service and institutional uses. Permitted uses shall include, but are not limited to, government offices, health facilities, recreational uses, and cultural facilities.

Policy 4-38: Council shall protect the long-term interests of established public service and institutional facilities in the municipality and provide opportunity for future public and institutional development.

4.4 Housing

Housing is a fundamental human right, providing shelter from the elements. But it is also more than that. Housing is where we spend much of our time sleeping, eating, socializing, spending recreational time, and for some people, it is also a place of business.

Many of this Plan’s policies apply to housing, and much of the relevant components of housing are integrated throughout the other sections in this Plan. The policies in this section deal with specific aspects of housing that do not necessarily apply to other chapters and sections of this plan, such as residential facilities.

4.4.1 Objectives

The Rural Municipality of Victoria has the following objectives for Housing:

Social

- Provide a variety of housing forms that cater to a variety of needs and preferences.

Economic

- Encourage the efficient use of existing central services and infrastructure.
- Enable and protect new and existing residential development in residential neighbourhoods.

Physical

- Protect and respect the heritage character of the Central Core.
- Foster and maintain safe, efficient, stable, and visually appealing housing.
- Encourage residential development standards that stress efficiency, aesthetics, and land use compatibility.

4.4.2 Housing Diversity

The housing stock in Victoria is primarily single-detached dwellings. With recent national trends of shrinking household sizes and an aging population, Council recognizes there may be market demand for more diversity in the types of housing available to residents. Single-detached dwellings will likely continue to be the housing form of choice for many Victoria residents, but Council wishes to ensure options for all household types, incomes, abilities, and stages of life.

Residential facilities will be permitted in all zones allowing dwellings and regulated according to the number of beds or units to ensure these facilities are treated the same as homes of a similar scale, with similar servicing needs and traffic impacts.

The Development Bylaw will also permit alternative housing forms—with appropriate controls—such as grouped dwellings of two or more dwelling units on one lot where each unit is contained in a separate building, as well as accessory dwellings including secondary or backyard suites.

Policy 4-39: Council shall, through the policies of this Official Plan and through the Development Bylaw, enable diversity in the form, scale, and location of housing that is permitted.

Policy 4-40: Council shall, through the Development Bylaw, permit residential facilities including, but not limited to, supportive or assistive housing, transitional housing, nursing homes, long-term residential facilities, rooming houses, and emergency shelters in General Residential, Commercial, Central Core, and Agricultural Zones, regulating these residential facilities in the same manner as dwellings of a similar scale.

Policy 4-41: Council shall, within the Development Bylaw, define and illustrate the permitted placement of grouped dwellings and accessory dwellings.

4.4.3 Accessory Dwellings

Accessory dwelling units can include secondary suites within a single-detached home or duplex, or backyard suites as all or part of a separate structure. These dwelling types offer an opportunity to increase a neighbourhood's "invisible" or "gentle" density and allow homeowners to reduce their shelter costs and provide affordable rental housing. This also provides an opportunity for the adaptive reuse of accessory structures with heritage value and may incentivize heritage preservation.

Council supports the creation of accessory dwellings through conversion or construction to encourage a diversity of housing options.

Accessory dwellings are dependent on the main dwelling for water and sewer servicing, which are delivered through the front of the property. These modest increases in density are not expected to negatively impact capacity, and trends towards smaller household sizes across the country are likely to create small increases in capacity. However, in order to avoid potential servicing capacity issues, proposals for accessory dwelling development will be subject to approval from Victoria Water and Sewer Commission.

Policy 4-42: Council shall, through the Development Bylaw, permit the development of accessory dwellings on land zoned as General Residential, Central Core, and Agricultural.

Policy 4-43: Council shall, through the Development Bylaw, establish standards and requirements for the form, scale, servicing, and location of accessory dwellings, intended to integrate them within existing neighbourhoods, and ensure accessory dwellings are secondary and subservient to main dwellings.

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Policy 4-44: Council shall, through the Development Bylaw, require an encroachment agreement for any pre-existing accessory building converted to an accessory dwelling, where setbacks cannot be met.

4.4.4 Grouped Dwellings

Grouped dwellings consist of two or more dwelling units on one lot where each unit is contained in a separate building. These grouped dwellings can be used for “bare land” condominium corporations, cohousing collective ownership agreements, cooperative housing organizations, or clustered seniors rental housing.

Policy 4-45: Council shall, through the Development Bylaw, permit the development of grouped dwellings on land zoned as General Residential and Commercial.

Policy 4-46: Council shall, through the Development Bylaw, establish standards and requirements for the form and scale of grouped dwellings intended to respect the aesthetic qualities of existing neighbourhoods.

4.4.5 Mobile Homes

Mobile homes are portable dwellings of one or two residential units. In order to maintain the heritage character of Victoria, Council will not permit mobile homes within the Municipality, with the exception of the Agricultural Zone.

Policy 4-47: Council shall, through the Development Bylaw, enable the development of mobile homes on land zoned as Agricultural.

4.4.6 Special Requirements

Large scale residential developments have a major impact on any community, particularly one as small as Victoria. In order to recognize this and ensure a high standard of quality, Council will classify these developments as a special permitted use.

Policy 4-48: Council shall consider any large-scale residential developments consisting of more than four lots, or existing large-scale residential developments wishing to expand, as a special permitted use and, as such, shall be subject to a public review process. Council shall approve or deny the proposal at their discretion.

4.5 Economic Development & Tourism

4.5.1 Objectives

The Rural Municipality of Victoria has the following objectives for Economic Development & Tourism:

Economic

- Enable residents to work from their homes.
- Maintain economic diversity in the municipality.
- Support the long-term viability of agriculture within the municipality.

Physical

- Work with fishers and commercial business owners to ensure wharves are accessible to both the fishing industry and the public.
- Provide adequate services and accommodations for visitors.
- Ensure adequate wayfinding and access to local businesses.

Environmental

- Work with local stakeholders and government departments to maintain the health of the harbour and local water bodies.
- Encourage farmers to maintain natural areas on their properties.
- Support environmentally responsible farming practices to help protect local residents and the natural environment.

4.5.2 Residential-Commercial Operations

The municipality is home to several home-based businesses including fine arts and craft studios and other retail uses. These residential-commercial operations must be incidental and secondary to the residential use. These businesses are important to the identity of Victoria's Central Core and the community's cultural industry.

This Plan intends to establish an appropriate balance of residential, stand-alone commercial, and residential-commercial uses in the Central Core, and Policy 5-19 outlines the full range of use types allowed within this area.

In order to encourage home-based businesses and establish a variety of commercial opportunities, Council wishes to permit this use within a variety of zones.

Policy 4-49: It is Council's policy that limited types of residential-commercial operations shall be permitted on land zoned as Central Core or Commercial.

4.5.3 Accommodations

Victoria's Central Core is a thriving tourist destination for visitors from across the Island and around the world. Victoria is home to several commercial accommodations, and Council recognizes the importance of these businesses to the local economy, both from the direct spending on accommodations as well as the general spending of overnight guests.

"Vacation rentals" (i.e. the short-term rental of a dwelling to travellers, which excludes bed and breakfast operations) have been present on the Island for a long time, but more recent online platforms such as Airbnb and HomeAway have increased the popularity and visibility of the market. Short-term rentals can dramatically increase the supply of visitors' accommodations, they can support existing business through increased visitation and extended shoulder seasons, and they allow homeowners to earn a second income. However, short-term rentals also create concerns about competition and equity in the traditional hospitality industry, oversaturation of the market, the potential increase in tourism and seasonal residency, as well as decreases in the supply of long-term housing options.

By supporting a variety of commercial accommodations and prohibiting short-term rentals Council intends to support the existing tourism industry while prioritizing residents and minimizing potential negative effects on the local quality of life.

Policy 4-50: Council shall, through the Development Bylaw, permit bed and breakfast operations on all land zoned as Commercial or Central Core.

Policy 4-51: Council shall, through the Development Bylaw, permit commercial accommodations such as but not limited to hotels and inns on land zoned as Commercial or Central Core.

Policy 4-52: Council shall, through the Development Bylaw, permit tourist cottages on land zoned as Commercial.

Policy 4-53: Council shall, through the Development Bylaw, prohibit short-term rentals within the Municipality.

4.5.4 Fishing Industry

Victoria is located at the boundary of the Spring and Fall lobster fishing seasons, so this industry is active between April and October. A working fishing wharf contributes to the industry and identity of the community. One of the municipality's major employers, Halibut PEI is a halibut nursery founded in Victoria in 2008, now spread between this location and one in Nova Scotia.

The municipality's two wharves operate throughout the summer months as pleasure boating facilities, and the waterfront area draws tourists and residents for recreation and commercial activities. It is Council's intention that these facilities, as well as the recently constructed seawall, be maintained as both a working waterfront and a valued public space.

Policy 4-54: Council shall continue to work with the Victoria Harbour Authority and Provincial and Federal departments on the continued maintenance of wharf facilities.

4.5.5 Signage

Signage is an important part of our communities. It identifies businesses and guides local residents and visitors where they need to go. Prince Edward Island has Provincial signage regulations which guide the type, size and location of signs in order to balance the aesthetics of communities with the need to communicate information and advertise.

Policy 4-55: Council shall defer to the Provincial Signage Regulations for all commercial and residential-commercial operations within the municipality, until the development of a Municipal Signage Bylaw.

Policy 4-56: Notwithstanding Policy 4-55, Council may adopt a Municipal Signage Bylaw to ensure compatibility with heritage character and built form.

4.5.6 Special Requirements

Commercial development has the potential to have significant impacts on the character of neighbourhoods, with unique considerations for traffic, noise, aesthetics, and other factors. In order to recognize these concerns, Council will classify limited commercial development as a special permitted use.

Policy 4-57: Council shall consider as a special permitted use any new commercial development inside or outside the Commercial Zone, or existing commercial development inside or outside the Commercial Zone wishing to expand, and, as such, shall be subject to a public review process. Council shall approve or deny the proposal at their discretion.

Policy 4-58: Council shall consider as a special permitted use any new residential-commercial developments, or existing residential-commercial developments wishing to expand, and, as such, may be subject to a public review process. Council shall approve or deny the proposal at their discretion.

4.6 Environment

4.6.1 Objectives

The Rural Municipality of Victoria has the following objectives for the environment:

Social

- Develop and support public programs that foster greater awareness and appreciation of the natural environment and the impacts of human activities and climate change.

Economic

- Encourage activities and development patterns that maintain the natural environment as an essential aspect of its economic viability.

Physical

- Encourage the preservation and protection of existing natural areas and wildlife habitats.
- Encourage the planting, maintenance, and improvements to landscaping and street trees.
- Ensure all land use planning and development considers the impacts of climate change within the municipality.
- Limit adverse effects of new development on the natural environment.

4.6.2 Watercourse & Shoreline Buffers

The areas along watercourses and shorelines are sensitive natural environments. They provide unique habitats at the interface between water and land, and are often easily damaged or eroded. This can also present risks to development due to flooding, erosion, and steep slopes.

The Province establishes a 15 metre buffer zone surrounding all watercourses and wetlands within the *Environmental Protection Act* (2019). Limited development activities are allowed with the acquisition of an activity permit, and guidelines are published to advise the planning and design of this development (see the *Watercourse, Wetland and Buffer Zone Activity Guidelines*, 2016). The *Coastal Property Guide* (2016) provides information on how these regulations impact coastal property owners. Council will illustrate this Provincial setback through the Development Bylaw.

As a coastal community, Victoria is also susceptible to the effects of sea level rise. By the year 2100, sea levels in Victoria are expected to be 1 to 1.48 metres higher than they are now. It is, therefore, prudent to avoid development in areas that will eventually be flooded.

Policy 4-59: Council shall, through the Development Bylaw, establish the Environmental Reserve Overlay Zone in accordance with the Province’s *Environmental Protection Act* and in consideration of the effects of sea level rise.

4.6.3 Westmoreland River

The Westmoreland River, which runs through Victoria before draining into the Northumberland Strait, has long been plagued with siltation concerns. This has deterred shell fish from finding a habitat in the riverbed, and the river has developed significant algae growth. As siltation infills the watercourse, the wharf is unable to accommodate fisheries activities or recreational boating without frequent harbour dredging. Other concerns include the natural flushing of the surrounding estuary and stormwater management. A long-term management plan is needed to address these concerns and manage the health and quality of these natural features.

Policy 4-60: Council shall work with the Victoria Harbour Authority in approaching the Provincial Department of Environment, Labour and Justice or its successor; the Department of Transportation and Infrastructure Renewal or its successor; and the Westmoreland River Watershed Group to develop a long-term management plan for the Westmoreland River which addresses the following concerns:

- (a) continuing siltation of the riverbed and harbour;
- (b) the natural flushing of the Westmoreland River estuary;
and
- (c) stormwater runoff and effects on water quality.

4.6.4 Coastal Areas

As a coastal community, the shoreline is an important part of Victoria’s community identity. The harbour and the river that feeds into it hold cultural heritage value and continue to support key economic industries in the community. Sea level rise projections for Victoria indicate the sea level could rise between 1 and 1.48 metres by the year 2100. Other effects of climate change include coastal erosion, sedimentation, flooding, and increased frequency of powerful storms.

Policy 4-61: Council shall, through the Development Bylaw, establish protections for public shoreline access including, but not limited to, existing swimming beaches, boardwalks, and wharves.

Policy 4-62: Council shall ensure this Plan and the associated Development Bylaw are in line with the findings of Victoria’s Climate Change Vulnerability Assessment and Vulnerability Assessment.

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Policy 4-63: Council may develop a Climate Change Adaption Plan in order to create strategic directives for addressing the effects of climate change and assessing local infrastructure.

4.7 Recreation

Recreation opportunities and open space are a key component of quality of life, and help establish desirable communities. These opportunities can range from trails and boardwalks to parks, playgrounds, and arenas. These opportunities come with social, mental and physical benefits for individuals, and can help to create a sense of place and community identity.

The Municipality can provide spaces, facilities, and programs, and also regulates where commercial recreation can be developed. Policy guiding parks and open space are covered within the Parks and Open Space designation, while this section guides appropriate locations for recreation facilities and the acquisition of new parkland through the subdivision process.

4.7.1 Objectives

The Rural Municipality of Victoria has the following objectives for Recreation:

Social

- Provide adequate recreational facilities and public open space to meet the needs of both residents and visitors.

Economic

- Ensure adequate funding for the maintenance and improvements of existing recreation facilities and open space.

Physical

- Facilitate the dedication of new parkland as needed.

4.7.2 Recreation Facilities

There is limited commercial recreation within Victoria. Bicycle, paddleboard, and kayak rentals are available seasonally on the waterfront and accessed mainly by visitors. In addition to these, the waterfront area and Victoria Park offer public recreation opportunities, though Victoria does not offer formal recreation programming.

Council wishes to encourage diverse and accessible recreation for all visitors and residents, and so will not limit development opportunities for new recreation facilities.

Policy 4-64: Council may, through the Development Bylaw, allow the development of recreation facilities on land zoned as General Residential, Central Core, Agricultural, Commercial, and Recreation and Public Open Space.

4.7.3 Parkland Dedication

Parkland dedication allows municipalities to require all new development to contribute to the expansion and enhancement of the public park system. Council understands the value that parks and open space provide to residents and wishes to maximize the health and environmental benefits of parkland.

Policy 4-65: Council shall, through the Development Bylaw, require the dedication of parkland, cash-in-lieu, or a combination of both, through the subdivision process except:

- (a) the creation of a single lot.
- (b) boundary adjustments.
- (c) consolidation of lots.
- (d) subdivision of lots as a result of the probating of a will.

4.8 Culture & Heritage

There is a long history of many generations of settlement in this region, dating back long before the first European arrivals. Victoria's heritage is evident in its landscapes, stories, cultural assets, and built environment, creating a culture made up of all those who have and continue to call Victoria home. Victoria's first streets were laid out in the 19th century, and many of the original structures remain. Appendix B shows four of Victoria's buildings are designated as heritage property under the Provincial *Heritage Places Protection Act*. Designation prevents exterior alteration or demolition of heritage properties without approval from the Minister. Victoria also has 28 properties on the Heritage Register, which recognizes the heritage value of these properties but offers no protections from alteration or demolition.

While many aspects of heritage and culture are beyond the scope of land use planning, some of the more tangible aspects of heritage and culture are the buildings and landscapes from the past, and the way these are used and maintained today. Policies in this section outline some of the ways in which Council intends to encourage the protection of Victoria's heritage, and support the culture of its residents, past and present.

4.8.1 Objectives

The Rural Municipality of Victoria has the following objectives for Culture & Heritage:

Social

- Support and encourage the preservation of Victoria's cultural and heritage resources.

Economic

- Encourage proposed developments or public works projects to support and reinforce the heritage character and associated heritage values of the community.

- Encourage the development of tourism activities that incorporate heritage and cultural values.

Physical

- Encourage the maintenance, conservation, and rehabilitation of properties of significant heritage or cultural value.
- Encourage the development of streetscapes which reflect the heritage character of the community.
- Maintain historically and culturally significant viewplanes.

Environmental

- Support the preservation of historically or culturally significant natural areas.

4.8.2 Heritage Bylaw

The Province's *Heritage Places Protection Act* enables municipalities to implement a heritage plan. Where a municipality does implement a heritage plan setting out objectives, policies, and programs for the conservation of its heritage, the Minister may, with the agreement of the council of that municipality, delegate to the municipality any of the Minister's powers under the Act. This would include such things as designating heritage properties and providing oversight to proposals for any exterior alterations (including demolition) to such designated properties.

To support the protection of heritage properties, Council may undertake a Heritage Plan and Bylaw if feasible, which would include a comprehensive heritage inventory and provide policy support and incentives for conservation, as well as examine the logistics of implementing local heritage controls. A Heritage Plan and Bylaw could provide direction for heritage planning and action through strategic heritage protections and implementation, as well as providing the Municipality with a better understanding of the issues related to local heritage preservation.

Policy 4-66: Council may, through the Development Bylaw and following the completion of a Heritage Plan and Bylaw, implement regulations to preserve and maintain the heritage character of buildings and landscapes, in keeping with the Standards and Guidelines for the Conservation of Historic Heritage Places in Canada.

4.8.3 Heritage Properties

The most tangible and easily recognized heritage in the municipality is the built environment. Many of the community's historic buildings remain standing including a variety of Victorian homes, farmhouses, and barns. Notable structures include—among others—the Leards Range Lighthouse, the Victoria Community Hall, Island Chocolates (which occupies the old General Store), the Old Schoolhouse (now the Municipal office and community space), and the Grand Victorian wedding venue (in what was once the local church). While most of these structures have been carefully maintained and renovated over the years, some homes and barns have gone vacant or abandoned and need repair. Properties with heritage significance are eligible for heritage registration under the *Heritage Places Protection Act* (2019). Council recognizes the value and cultural importance of these properties and encourages owners to seek formal registration. Council also supports the ongoing investment in their upkeep and continued use.

Appendix B includes a map showing all designated and registered heritage properties in Victoria, as of 2022.

Policy 4-67: Council shall support the preservation, in accordance with the Province's *Heritage Places Protection Act*, of any property within the community that has been registered or designated as a heritage property.

Policy 4-68: Council may encourage owners of all properties with heritage value to apply for Provincial heritage designation.

Policy 4-69: Within all required Site Plans, Council may require applicants to identify all registered and designated heritage properties on adjacent properties.

Policy 4-70: Council may, through the Development Bylaw, allow in the Central Core Zone the commercial use of heritage designated buildings as a permitted use to support their ongoing use and investment in their upkeep.

4.8.4 Architectural Design

The character of a community is in large part defined by its buildings. This relates to their location on the street and their height and massing, but also their architecture. In order to promote quality design and preserve the heritage character of Victoria, Council believes the community may benefit from guidelines which extend outside of land use regulations.

Architectural Guidelines will serve as recommendations for Victoria's development process and promote strong architecture of all styles while encouraging the preservation of specific heritage styles. These controls will provide suggested guidance on details like building proportions, exterior materials, roofing, orientation to the street, and landscaping. Graphic illustration and clear regulations will establish guidelines that are easy for developers and building owners to understand and implement.

Policy 4-71: Council shall, through the Development Bylaw, establish Design Guidelines which pertain to development within the Central Core and Commercial Zones. The Design Guidelines may include guidelines relating to:

- (a) roof styles;
- (b) window orientation and moulding;
- (c) exterior cladding;
- (d) door styles;
- (e) building form;
- (f) porches and verandahs;
- (g) symmetry;
- (h) barrier-free entrances; and
- (i) other features as deemed appropriate by Council.

4.8.5 Arts & Culture Uses

Arts and culture are a major contributor to Victoria’s economy, as well as a source of recreation and entertainment which contribute to the high local quality of life. They offer benefits to social and individual well-being by promoting self-expression, offering educational opportunities, and building civic involvement. In Victoria, arts and culture opportunities include several craft shops and bookstores, heritage tours, the Victoria Seaport Museum, and the historic Victoria Playhouse. Council supports these arts and culture activities and intends to accommodate them throughout the Development Bylaw.

Policy 4-72: Council may, through the Development Bylaw, permit the following activities as residential-commercial operations:

- (a) teaching of students in activities such as dance and music;
- (b) art gallery sales; and
- (c) craft workshops.

Policy 4-73: Council may, through the Development Bylaw, permit arts and cultural uses such as, but not limited to, galleries, libraries, museums and theatres, on land zoned as Central Core or Commercial.

4.8.6 Places of Worship

Council recognizes that places of worship for all religions and denominations are an integral part of any community. Although there are currently no active places of worship within Victoria, these spaces have a long history of integration into neighbourhoods of all types, and Council does not wish to create unnecessary barriers to the siting of future places of worship. Council will classify places of worship as a special permitted use.

Policy 4-74: Council shall, through the Development Bylaw, consider places of worship on all land zoned as Agricultural or Commercial as a special permitted use and, as such, this use shall be subject to public review process. Council shall approve or deny the proposal at their discretion.

4.8.7 Cemeteries

There are currently no cemeteries within Victoria. While this is a deeply valued land use for many people, the size and availability of the Municipality's land mass are incompatible with this land use.

Policy 4-75: Council shall, through the Development Bylaw, prohibit cemeteries within the Municipality.

Chapter 4 Changelog

Reference No.	Effective Date	File or Project	General Nature of Change
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5 Designations

5.1 General Policies

Land use designations are one of the primary policy tools to guide how development in Victoria will occur. Represented on the General Land Use Plan, the land use designations broadly map out how development is going to occur in specific areas. In short, land use designations generally describe the future of an area. For example, an area encompassed within the General Residential Designation is intended to be primarily residential in nature; however, the designation can allow for other use zones that complement and are compatible with residential uses.

Land use designations are supported by Land Use Zones within the Development Bylaw, which specify the types of uses that are permitted in each land use zone. Each area within the Planning Area is covered by a Land Use Designation under this Plan, and is also be covered by a Land Use Zone under the Development Bylaw.

5.1.1 Objectives

The Rural Municipality of Victoria has the following objectives for General Policies:

Physical

- Establish effective lot and development standards.
- Facilitate an attractive and cohesive built environment.

5.1.2 General

Land use designations contained within this plan are intended to reflect the general future of an area and shall allow a range of zones within each designation. Land use zones implemented as part of the Development Bylaw establish standards and specify which types of uses are permitted on the land.

Policy 5-1: Council shall, within this Plan and on the General Land Use Plan, establish a series of land use designations to guide future growth in Victoria. Each land use designation shall permit a wide range of uses and land use zones that are similar or which complement one another.

Policy 5-2: Council shall, through the Development Bylaw, establish and implement effective standards in all zones relating to lot sizes, density levels, permitted uses, set-backs, amenity areas, parking, buffering and other matters in order to promote the health, safety, and convenience of residents.

5.1.3 Buildings

A key role of land use planning is to regulate the size, number and location of buildings. It is the intention of Council to provide flexibility in the design and position of buildings. However, Council also recognizes that some regulations around access, setbacks, and scale are needed in order to ensure safety and utility, and mitigate impacts on neighboring uses.

Policy 5-3: Council shall, through the Development Bylaw, regulate the size, location, and number of buildings on a lot in order to carry out the intent of each specific zone.

5.1.4 Non-conforming Structures and Uses

Any structure or land use not in accordance with the policies and regulations set out in this Plan and the associated Development Bylaw are considered non-conforming.

A conforming structure or use is rendered lawfully non-conforming where subsequent changes to land use policies and regulations contradict the policies and regulations under which it was approved. These structures and uses are often referred to as “grandfathered in”, and the Development Bylaw regulates their lawful existence.

Non-conforming structures may be altered or replaced provided the construction does not further infringe on By-law requirements creating the non-conformity, and discontinued non-conforming uses have a grace period of 12 months after which the use cannot be recommenced.

Policy 5-4: Council shall, through the Development Bylaw, regulate the lawful existence of non-conforming structures and uses.

5.1.5 Lot Sizes

Communities are shaped around lot sizes. Small lots bring uses closer together and create a higher density that feels pedestrian-scaled, while larger lots push uses and buildings apart and create a low-density openness more often associated with rural areas. In Victoria, the Central Core is characterized by smaller, urban lots, while the surrounding residential and agricultural uses spread buildings apart and create an open, rural feel. Smaller lot sizes are typically only viable where central servicing is available, because it can be difficult to treat wastewater onsite or provide sufficient volumes of drinking water on less land.

Policy 5-5: Council shall, through the Development Bylaw, regulate the size of created lots in keeping with the intent of each specific zone, and consistent with the availability of central services.

Policy 5-6: Council shall, through the Development Bylaw, regulate the use of existing undersized lots.

5.2 General Residential Designation

Residential neighbourhoods are integral to any community. These are the areas where many of Victoria's residents have their homes, visit friends, and build their lives. Residential uses are mixed throughout Victoria's Residential, Central Core, and Agricultural Zones, but the General Residential designation represents those areas where the primary character is defined by residential development.

The General Residential Zone is largely made up of single-detached dwellings, and allows for larger lot sizes and more flexible development regulations than the Central Core Zone. While these neighbourhoods are likely to maintain the general character they currently possess, the community may change over time as residents renovate their homes, add second units, develop infill housing, or subdivide lots. Limited densification of these areas will be permitted through the Development Bylaw, in order to provide added flexibility to property owners and accommodate new demographic and economic trends in housing. Through the Development Bylaw, Council will enable a diversity of housing forms including single-detached dwellings, duplexes, and accessory dwellings.

5.2.1 Objectives

The Rural Municipality of Victoria has the following objectives for the General Residential Designation:

Social

- Provide a variety of housing forms that cater to diverse needs and preferences.

Physical

- Foster and maintain safe, efficient, and stable housing.
- Encourage residential development standards which stress efficiency and land use compatibility.

5.2.2 General

Policy 5-7: Council shall, on Appendix A, the General Land Use Plan, designate as General Residential lands in communities intended to give priority to residential development.

5.2.3 Permitted Zones

Policy 5-8: Council shall, on the Zoning Map of the Development Bylaw, permit the General Residential Zone within the General Residential Designation.

5.2.4 General Residential Zone

Policy 5-9: Council shall, through the Development Bylaw, establish the General Residential Zone, intended to permit residential development on serviced and unserved lots. Zone standards shall provide flexibility on the location of dwellings and support infill development, particularly on serviced lots.

5.3 Single-Unit Residential Designation

The Single-Unit Residential Zone is made up exclusively of single-detached dwellings and covers two major subdivision developments. This zone is intended to protect the general form and scale of these neighbourhoods. Through the Development Bylaw, Council will ensure that residential dwellings remain the primary land use and the form and style of housing is consistent.

Any covenants attached to a property deed or title within the Single-Unit Residential Zone—or any other land within the municipality—represent an agreement between the property’s grantor and grantee, and are not governed by this Official Plan and Development Bylaw. Any land use restrictions attached to covenants are separate from the Development Regulations.

5.3.1 Objectives

The Rural Municipality of Victoria has the following objectives for the Single-Unit Residential Designation:

Social

- Provide a stable supply of single-unit dwellings which accommodate both current and future residents.

Physical

- Foster and maintain safe and efficient housing.
- Encourage development standards which protect the established residential quality.

5.3.2 General

Policy 5-10: Council shall, on Appendix A, the General Land Use Plan, designate as Single-Unit Residential lands in communities intended to give priority to single-unit residential development.

5.3.3 Permitted Zones

Policy 5-11: Council shall, on the Zoning Map of the Development Bylaw, permit the Single-Unit Residential Zone within the Single-Unit Residential Designation.

5.3.4 Single-Unit Residential Zone

Policy 5-12: Council shall, through the Development Bylaw, establish the Single-Unit Residential Zone, intended to permit single-unit residential development on serviced and unserved lots. Zone standards shall provide flexibility on the location of dwellings.

5.4 Commercial Designation

Commercial services within Victoria cater to a variety of needs and interests, and it is Council's intention to support existing enterprises while providing for future expansion.

The unique character of Victoria's Central Core hosts a mix of residential and commercial uses in the community's hub, but in order to protect existing residential neighbourhoods and ensure the accessibility of commercial activities, Council will establish a separate Commercial Zone. New commercial uses requiring vehicle access and larger lot sizes will be directed to the Commercial Zones generally following Victoria Road and along the wharves.

Commercial development comes in a variety of forms, from small retail stores or offices to large restaurants and tourist accommodations. Council recognizes the need to accommodate this diversity and allow for commercial uses outside the Central Core. This zone allows for a lower density of commercial development, including establishments such as entertainment activities, financial institutions, tourist accommodations, and more.

5.4.1 Objectives

The Rural Municipality of Victoria has the following objectives for the Commercial Designation:

Social

- Promote harmony among commercial development and existing or future non-commercial development.

Economic

- Maintain economic diversity in the municipality.
- Increase employment opportunities.
- Increase the Municipal tax base.

Environmental

- Ensure that commercial businesses meet provincial standards for environmental protection.

5.4.2 General

Victoria is characterized by a vibrant mix of housing and commercial operations. Although commercial uses occupy land throughout the community, Council recognizes the need to protect residential uses and allow for lower density commercial development. The General Land Use Plan will establish the Commercial Designation, while the Commercial Zone will provide standards and specify allowed uses.

Policy 5-13: Council shall, on Appendix A, the General Land Use Plan, designate as Commercial lands intended to give priority to a range of commercial uses.

Policy 5-14: Council shall, on the Zoning Map of the Development Bylaw, permit the Commercial Zone within the Commercial Designation.

5.4.3 Commercial Zone

Policy 5-15: Council shall, through the Development Bylaw, establish the Commercial Zone, intended to permit a range of commercial uses, including retail, service, and accommodations. Zone standards shall provide flexibility for the location of buildings and support infill development, particularly on serviced lots.

Policy 5-16: Architectural Guidelines enabled in Section 4.8.4 shall set out design guidelines for all development within the Commercial Zone.

5.5 Central Core Designation

Victoria's Central Core is a unique blend of residential, commercial, and institutional uses. Today the Central Core Zone contains a number of both standalone and residential-commercial establishments including craft workshops, small retail, tourist accommodations and restaurants. The Central Core encompasses a dense central grid made up mostly of Victorian homes. The Central Core Zone extends beyond this four-block grid, and the area is defined by the portion of the community which supports mixed-use activities.

This area has been mixed-use since it was initially laid out in the 1850s, with many of the original structures remaining. This area serves as Victoria's cultural and commercial hub and draws a significant number of visitors during the summer months. Cultural heritage is an important component of sustainable development, and it is Council's intention to preserve the heritage character of this area and prioritize residential uses while facilitating its economic viability.

While the Core has a long history as a mixed-use neighbourhood, the streetscape has experienced significant changes in recent years with the influx of visitors, and the identity of this area is a difficult topic in the community. These policies intend to achieve an appropriate and acceptable harmony of the allowed uses.

5.5.1 Objectives

The Rural Municipality of Victoria has the following objectives for the Central Core Designation:

Social

- Maintain residential uses as the primary character of the Central Core.
- Balance the needs and desires of residents with that of business-owners and visitors.

Economic

- Facilitate the long-term viability of new and existing commercial businesses.
- Support and recognize the importance of arts and culture activities.

Physical

- Encourage the protection of the heritage character of the built environment and streetscapes.
- Encourage the preservation of existing heritage properties.
- Ensure new commercial development is compatible with the scale and heritage character of existing structures.
- Ensure any change of use from residential to commercial maintains the general character of the Central Core.

Environmental

- Ensure that new commercial businesses meet provincial standards for environmental protection.

5.5.2 General

The Central Core area contains a unique mix of residential, commercial, and residential-commercial uses along a dense, urban streetscape. The land use designation and zone enabled by this Plan are intended to ensure an appropriate mix of uses, and preserve the character of the Central Core.

Policy 5-17: Council shall, on Appendix A, the General Land Use Plan, designate as Central Core lands intended to accommodate a range of residential and commercial uses and to preserve the heritage character of development.

Policy 5-18: Council shall, on the Zoning Map of the Development Bylaw, permit the Central Core Zone within the Central Core Designation.

5.5.3 Central Core Zone

Policy 5-19: Council shall, through the Development Bylaw, establish the Central Core Zone, intended to permit a range of residential, recreational and institutional uses as-of-right, as well as a mix of stand-alone commercial uses and residential-commercial operations allowed at the discretion of Council. In order to maintain the character of the area, lot size allowances will accommodate denser development.

Policy 5-20: Architectural Guidelines enabled in Section 4.8.4 shall set out design guidelines for all development within the Central Core Zone.

5.6 Light Industrial Designation

Industrial uses make up a small portion of Victoria’s land, with two properties designated for light industrial development. These properties include Centre for Aquaculture Technologies Canada (occupying part of a 10-acre site on the west end of the Municipality), and Amar Group (adjacent to the Provincial Park along the Causeway). Council wishes to protect these industries and prevent intrusion of development which could hamper their productivity, but intends to permit only those industrial uses which pose minimal environmental concerns with respect to odour, excessive noise, and the contamination of water, soil and air.

5.6.1 Objectives

The Rural Municipality of Victoria has the following objectives for the Light Industrial Designation:

Economic

- Support employment opportunities for residents.
- Foster growth of the municipal tax base.

Physical

- Ensure new light industrial development is compatible with the surrounding community by exhibiting a high standard of design.
- Create visual buffers between light industrial development and the surrounding community.

Environmental

- Ensure that industrial businesses meet provincial standards for environmental protection.

5.6.2 General

Through the Light Industrial Designation and Zone, Council intends to protect existing industrial uses in Victoria and enable potential future development. Council intends to allow only those developments which pose minimal environmental concerns, preventing any adverse effects these land uses may pose on surrounding areas, while also limiting any adverse effects adjacent development may pose to industrial uses.

Policy 5-21: Council shall, on Appendix A, the General Land Use Plan, designate as Light Industrial lands intended to protect existing industrial development.

Policy 5-22: Council shall, on the Zoning Map of the Development Bylaw, permit the Light Industrial Zone within the Light Industrial Designation.

5.6.3 Light Industrial Zone

Policy 5-23: Council shall, through the Development Bylaw, establish the Light Industrial Zone. Zone standards shall provide flexibility to accommodate limited types of industrial operations and their specific operational needs.

Policy 5-24: Council shall, through the Development Bylaw, establish provisions to minimize the detrimental impact industrial uses may have on surrounding land uses. These provisions include regulations related to:

- (a) traffic management;
- (b) efficiency of land use;
- (c) outdoor storage;
- (d) landscaping; and
- (e) buffering and fencing.

Policy 5-25: Council shall, through the Development Bylaw, establish additional regulations, including environmental considerations and physical buffers, to minimize land use conflicts between light industrial and non-industrial uses.

Policy 5-26: In order to mitigate land use conflicts and environmental concerns, Council shall consider any new light industrial development, or existing light industrial developments wishing to expand, as a special permitted use, and, as such, shall be subject to a public review process. Council shall approve or deny the proposal at their discretion.

5.7 Agricultural Designation

Although Victoria historically had a larger agricultural base, today this land use is more modest. Present agricultural uses include one dairy farm, as well as some land parcels rented or leased to local farmers in potatoes, hay, and grain production.

Agriculture is still an important land use in the Municipality, and Council supports the on-going operations of agricultural ventures. Council recognizes the continued farming of these lands until such time as the property owners wish to develop their land for other uses.

5.7.1 Objectives

The Rural Municipality of Victoria has the following objectives for the Agricultural Designation:

Economic

- To support the long-term economic viability of farming within the community.

- To allow for the potential transition of agricultural land to other compatible land uses.

Physical

- To allow farmland to remain in active agricultural use.
- Create visual buffers between agricultural uses and the surrounding community.

Environmental

- Encourage the farming community to maintain natural areas on their properties.
- Encourage the farming community to use responsible practices to help protect the local environment and residents from health risks.

5.7.2 General

Through the Agricultural Designation and Zone, Council intends to protect existing agricultural land in Victoria. The land use designation and zone enabled by this Plan are intended to allow and prioritize agricultural and resource activities.

Policy 5-27: Council shall, on Appendix A, the General Land Use Plan, designate lands as Agricultural intended to prioritize agricultural activities.

Policy 5-28: Council shall, on the Zoning Map of the Development Bylaw, permit the Agricultural Zone within the Agricultural Designation.

5.7.3 Agricultural Zone

Policy 5-29: Council shall, through the Development Bylaw, establish the Agricultural Zone. Zone standards shall accommodate the needs of agricultural uses and permitted uses shall include those associated with agricultural and resource uses, as well as residential uses.

Policy 5-30: Council shall defer to Provincial regulations including *The Environmental Protection Act* and the Provincial Manure Management and Separation Guidelines when reviewing applications for new intensive livestock operations or the intensification of existing intensive livestock operations.

Policy 5-31: Council may, through the Development Bylaw, establish regulations which allow for land zoned as Agricultural to be transitioned to forestry uses which abide by an existing Forestry Management Program.

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Policy 5-32: Council shall, through the Development Bylaw, establish additional regulations, including environmental considerations and physical buffers, to minimize land use conflicts between agricultural and non-agricultural uses.

5.8 Recreation & Public Open Space Designation

Victoria has four key recreation lands, including the popular waterfront destination which is home to a swimming beach, boardwalk, and two wharves. A portion of the Dunrovin Shores subdivision is dedicated to greenspace, pedestrian trails, and a basketball court, while Dunrovin Estates to the east has a currently undeveloped plot of greenspace. Victoria Park is a waterfront property along the Causeway which includes a fenced area leased by the Municipality, consisting of a picnic area and swing sets. Council wishes to protect and preserve these existing spaces while encouraging new park development that fills gaps in the network. There is particular public interest in the development of a local playground which could cater to visitors as well as new young families.

5.8.1 Objectives

The Rural Municipality of Victoria has the following objectives for the Recreation and Public Open Space Designation:

Social

- Provide adequate recreational facilities and public open space to meet the needs of both residents and visitors.
- Promote volunteerism among residents to provide a diversity of recreational opportunities.

Economic

- Endeavor to provide financial support for recreational programming.
- Work with the Provincial and Federal governments to enable improvements to public open spaces.

Physical

- Maintain and improve existing recreation and public open space areas and facilities.
- Develop new recreation facilities to serve new community needs as possible.

5.8.2 General

Through the Recreation and Public Open Space Designation and Zone, Council intends to protect existing land uses as well as encourage new recreational development which could fill gaps in the community's open space network.

Policy 5-33: Council shall, on Appendix A, the General Land Use Plan, designate as Recreation and Public Open Space, lands where long-term certainty as to their use for recreation and open space purposes is desired.

Policy 5-34: Council shall, on the Zoning Map of the Development Bylaw, permit the Recreation and Public Open Space Zone within the Recreation and Public Open Space Designation.

5.8.3 Recreation & Open Space Zone

Policy 5-35: Council shall, through the Development Bylaw, establish the Recreation and Public Open Space Zone, intended to protect and preserve recreational uses and public open space. Permitted uses shall include but are not limited to parks, trails, playgrounds, interpretive centres, and recreation centres.

Policy 5-36: Council shall work with local businesses and stakeholders to explore options for the siting and financing of a public playground.

Chapter 5 Changelog

Reference No.	Effective Date	File or Project	General Nature of Change
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6 Administration & Implementation

6.1 Administration

This Official Plan is a policy document that sets out the vision, goals, and policies for development and land use in the Rural Municipality of Victoria. The Municipality derives the majority of its powers from the Province's *Municipal Government Act* and the *Planning Act, RSPEI 1988, Cap P-5* (the Act). The *Planning Act* empowers Council to appoint a Planning Board to adopt an Official Plan and, subsequently, to implement a Zoning and Subdivision Control Bylaw (Development Bylaw).

6.1.1 Roles

Administration and implementation of the Rural Municipality of Victoria 2022 Official Plan is the responsibility of the Council. Nevertheless, Council shall seek the input of the Planning Board on matters pertaining to land use and development within the Municipality. Planning Board is appointed by Council and acts as a special committee reporting directly to Council. The Planning Board's authority shall be detailed in the Municipality's Planning Board's Bylaws.

Council may delegate aspects of the implementation of this Plan and the Development Bylaw to a Development Officer appointed by Council. In the event that there is no Development Officer, Council may assign, through a resolution, some of the authority and duties of a Development Officer to the Planning Board. In this instance, Planning Board may review and make recommendations to Council on applications received and Council is responsible for the approval. The Development Officer's authority shall be detailed in the Municipality's Development Bylaw.

The Municipality's municipal budget is the key policy tool for directing the activities of Council. As such, the budget is an important implementation tool for the policies laid out in the Rural Municipality of Victoria 2022 Official Plan, and to the extent practicable, the budget should conform with the policies of this Plan.

6.1.2 Document Structure

This document and the Development Bylaw are structured for easy reference and to easily track changes over time. The text below outlines the structure for referencing differing elements of this Plan:

1 — Chapter

1.1 — Section

1.1.1 — Subsection

1.1.1 (a) — Clause

1.1.1 (a) (i) — Subclause

When amending this Official Plan or the text of the Development Bylaw, the Municipality will use the following practices:

- The date, general nature of the change, and reference file or project will be noted in the changelog at the end of each Chapter.
- Each record in the changelog will be given a reference number prefaced with the letters, "CHG".
- Deleted text will be replaced with the text, "DELETED" and the reference number for the appropriate record in the changelog. Subsequent text will not be renumbered.
- Additions or substitutions will be bolded with the reference number for the appropriate record in the changelog following in brackets.
- If additions would normally require the renumbering of following text, the "highway interchange" system will instead be used. A capital letter will be added to the numbering to differentiate the new text from the previous numbering. For example, Subsection 1.1.2A would be used between Subsections 1.1.2 and 1.1.3.

6.1.3 Policy Statements

Policy statements of Council are separate from the above document structure and are denoted by the text "POLICY #-#". All contents of this Plan not contained within a Policy are considered preamble, and may be used to help interpret the intent of Policy statements if the statements are found to be ambiguous or unclear.

Policy 6-1: Official Council Policies are denoted in this Plan by the text, "POLICY #-#", with the number signs replaced by the appropriate policy number.

6.1.4 Language

The policies of this Plan are written to be as clear and precise as possible. As a result, some words have specific, defined meanings.

Policy 6-2: In this Plan, the word "shall" takes the imperative, and indicates a duty to act. The word "may" takes the permissive, and indicates permission to act.

6.2 Zoning & Subdivision Control (Development) Bylaw

6.2.1 Bylaw Adoption

The Zoning & Subdivision Control Bylaw may be referred to as the “Victoria Development Bylaw” or “Development Bylaw”. A Development Bylaw is a regulatory tool used to implement the Official Plan. It includes zones that establish the permitted uses on a piece of land, the permitted size and dimensions of lots, and the standards land uses and structures must meet. It also sets out the requirements and processes for such things as subdividing land, creating streets, and providing recreational lands.

Although the Development Bylaw is the primary implementation tool for the Official Plan policies, aspects of the Plan may also be implemented through other Municipal Bylaws or regulations, Council’s operating policies and procedures, the municipal budget, and other appropriate Council actions.

Policy 6-3: Council shall adopt a Zoning and Subdivision Control Bylaw consistent with the intent of this Plan. In the event of any conflict or inconsistency with the Official Plan, the Official Plan shall prevail.

Policy 6-4: Council may appoint one or more Development Officers to administer the Development Bylaw and to issue and deny permits under the terms of this Bylaw.

Policy 6-5: The Zoning and Subdivision Control Bylaw shall:

- (a) apply to the whole of the Municipality;
- (b) set out specific land use areas and zones;
- (c) regulate permitted uses for each area or zone;
- (d) set out standards and procedures for development and land use;
- (e) contain standards to control the subdivision and consolidation of land; and
- (f) contain any other provisions needed to fulfill the intent of this Plan.

6.2.2 Variances

Sometimes there are unique situations, such as lots that are oddly-shaped due to the presence of natural features, where it can be difficult to strictly apply the requirements of the Development Bylaw.

As outlined in Section 6.4, any person dissatisfied with Council’s decision to grant a variance may appeal that decision to the Island Regulatory and Appeals Commission (IRAC) in accordance with the Province’s *Planning Act*.

Policy 6-6: Council shall, through the Development Bylaw, outline the situations in which Council may grant a variance to the provisions of the Development Bylaw.

6.2.3 Amending the Development Bylaw

Council recognizes that it cannot foresee all possible types of development that might be acceptable in the Municipality in general, or on a specific piece of land. As such, there will be times when the Development Bylaw needs to be amended to accommodate a new development trend or specific development proposal.

Policy 6-7: All amendments to the Development Bylaw shall be adopted in accordance with the procedures set out in the *Planning Act*.

Policy 6-8: Council shall consider an amendment to be any change to either the text or the Zoning Map of the Development Bylaw and the amendment must be consistent with the Official Plan policies.

Policy 6-9: Council may amend an Official Plan policy or the General Land Use Plan to enable an amendment to the Development Bylaw, including the Zoning Map. Such Official Plan amendments shall proceed concurrently with the Development Bylaw amendment.

Policy 6-10: Council shall require that any person who seeks an amendment to the Development Bylaw, including the Zoning Map, shall address a written and signed application which shall accompany any applicable fees established in Appendix D of the Development Bylaw, and include:

- (a) a general development concept showing proposed land uses, any subdivisions, buildings, means of servicing, traffic access, parking;
- (b) assessment of any potentially significant development impacts on municipal infrastructure and the natural environment; and
- (c) any other information as may be required for the purpose of adequately assessing the desirability of the proposal.

Policy 6-11: Council shall consider the following general criteria when reviewing applications for amendments to the Development Bylaw and Zoning Map, as applicable:

- (a) conformity with all requirements of the Development Bylaw;
- (b) conformity with the Official Plan;
- (c) suitability of the site for the proposed development;

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- (d) compatibility of the proposed development with surrounding land uses, including both existing and future uses as per the Zoning Map;
- (e) any comments from residents or other interested persons;
- (f) adequacy of existing water, sewer, road, stormwater, and public open space for accommodating the development, and any projected infrastructure requirements;
- (g) impacts from the development on pedestrian and/or vehicular access and safety, and on public safety in general;
- (h) compatibility of the development with environmental, scenic, and historic resources;
- (i) impact on Municipal finances and budgets; and
- (j) other matters as considered relevant by Council.

Policy 6-12: Council may deny an amendment request, without holding a public hearing, if such a request is deemed to be inconsistent with appropriate land use planning standards or the Official Plan.

Policy 6-13: Subject to Policy 6-7, Council shall hold a public hearing, to solicit input from public on the proposed amendment request. At least seven (7) business days prior to the public hearing, Council shall post the date, time and place of the public hearing, together with the general terms of the application, by:

- (a) public notice at least twice in a newspaper; and
- (b) written notice to all property owners wholly or partly within 60 metres (196.9 feet) of the boundaries of the subject property.

Policy 6-14: Following the public hearing, Council shall formulate a decision on the proposed amendment. The applicant shall be notified of this decision in writing. If the application is denied, notification of the decision shall include the reason(s) for denial.

Policy 6-15: Nothing in this Plan restricts the right of Council or the Planning Board to initiate its own amendment requests.

Policy 6-16: Official Plan and Development Bylaw amendments approved by Council also require approval by the Minister responsible for administering the *Planning Act* or any successive legislation.

6.3 Development Process

Through this Official Plan and the associated Development Bylaw, Council has a range of planning tools with which to regulate and approve development in the municipality. This section outlines the administration of key planning tools.

6.3.1 Approval of Development or Change in Use

Development permits are required for any development or change of use of land or premises, and can be requested using a standard application form. The Development Officer responsible for such permits may attach additional restrictions or require additional information at their discretion.

Policy 6-17: Council shall, through the Development Bylaw, require any person undertaking any development or change of use of land or premises to apply for a development permit except where specifically exempted by the Development Bylaw.

Policy 6-18: Council may attach such conditions as deemed appropriate to any development permit in order to ensure conformance with this Plan.

Policy 6-19: Council may, through the Development Bylaw, require any additional information necessary to verify the compliance of the proposed development with the Official Plan and Development Bylaw. Such additional information may include, but is not limited to, construction plans, stormwater management plans, traffic studies, and environmental studies.

Policy 6-20: A permit will not be issued if the development does not comply with any Provincial or Federal laws in force, and receipt of a development permit does not excuse the developer from complying with any such enactments.

6.3.2 Permitted Uses and Special Permitted Uses

Zones included within the Development Bylaw contain both permitted and special permitted uses. Permitted uses are allowed within that zone as-of-right and development for any use that falls within this category may proceed upon the approval of a development permit, as long as the proposed development complies with all other requirements of the Official Plan and Development Bylaw, as well as any relevant Municipal, Provincial, or Federal laws in force.

Special permitted uses are allowed at Council's discretion, and the Development Bylaw sets out criteria for Council's approval.

Policy 6-21: Permitted uses shall be approved through the Development Bylaw, provided the proposed development complies with all other requirements of the Official Plan and Development Bylaw.

Policy 6-22: Special permitted uses may be approved, through the Development Bylaw at Council’s discretion, as per the criteria outlined in the Development Bylaw.

6.3.3 Development Agreements

Council shall, where specified by the Official Plan, only approve certain developments subject to a development agreement. Council may also require a development agreement for any permitted development to ensure fulfillment of any special conditions attached to the development.

Policy 6-23: Where Council approves a development agreement, the development agreement shall:

- (a) be legally binding on both parties;
- (b) specify the development, expansion, alteration, or change permitted;
- (c) specify the conditions under which the development may occur; and
- (d) set terms by which Council may amend or terminate and discharge the agreement.

6.4 Appeal Procedure

Any person who is dissatisfied with a decision of the Council in the administration of the 2022 Official Plan may, within twenty-one (21) consecutive days of the relevant Council decision, appeal that decision to the Island Regulatory and Appeals Commission (IRAC) in accordance with the provisions of the Province’s *Planning Act*.

Policy 6-24: Any person may, within twenty-one (21) consecutive days of the relevant Council decision, appeal to the Island Regulatory and Appeals Commission any decision made by Council in the administration of the Official Plan.

Policy 6-25: A notice of appeal to the Commission under Policy 6-24 shall be in writing and shall state the grounds for the appeal and the sought relief.

Policy 6-26: The appellant shall, within seven (7) consecutive days of filing an appeal with the Commission, serve a copy of the notice of appeal on the Council.

6.5 Plan Reviews

Plans are living documents. In order to be effective, they must periodically be updated and reviewed to respond to current trends and issues. The Vision outlined in this Plan provides the overarching direction for Victoria over the next couple decades, but the methods and tools to get there should shift over time. Even the Vision itself will eventually need to be revisited in the long term to confirm it is still relevant to the local conditions.

Policy 6-27: Council shall instruct the Planning Board to undertake the annual review of the objectives and policies contained in the Official Plan, and to prepare a report for Council to present at the Municipality’s annual meeting. Where Council has determined that an amendment(s) to the Official Plan are warranted, Council shall instruct the Planning Board to undertake and prepare amendments to the Official Plan in accordance with the provisions of the Province’s *Planning Act*.

Policy 6-28: Irrespective of the annual reviews and possible amendments to the 2022 Official Plan, Council shall, in accordance with Provisions of the Province’s *Planning Act*, instruct the Planning Board to undertake a formal review of the Municipality’s 2022 Official Plan no later than December 2027, following public engagement requirements as set out in the Act.

6.6 Plan Amendments

Policy 6-29: The Official Plan may be amended as circumstances change in the Municipality or in response to requests from the public, provided that all provisions of the *Planning Act* are met.

Chapter 6 Changelog

Reference No.	Effective Date	File or Project	General Nature of Change
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7 Investing in the Future

This Official Plan, and its supporting Development By-law, primarily deal with land use. However, the analysis and public consultation that happen as part of the process of developing a land use plan often identify various other programs, policies, and infrastructure that could support planning goals. This Chapter lists these identified initiatives. This list is not intended as a detailed or mandatory work plan for the Municipality, but rather as an aspirational list to help direct the Municipality's efforts over the coming years. **Projects are not listed or ranked by any sort of priority.**

- Heritage Plan and Bylaw
 - Heritage is a defining part of Victoria's landscape. Although heritage preservation is not within the scope of this Official Plan, a separate Heritage Plan and Bylaw would provide a comprehensive inventory of heritage assets and establish policy support and incentives for conservation.
- Emergency Measures Disaster Plan
 - An Emergency Measures Disaster Plan is needed to implement a strategic response for natural disasters which have the ability to impact Municipal services. This Plan would guide the Municipality in responding to disasters, and ensure the security of essential services for the residents who depend on them.
- Climate Change Adaption Plan
 - A Climate Change Adaption Plan would allow the Municipality to strategically examine their approach to mitigating impacts of climate change like sea level rise and flooding. This Plan could also examine the adequacy of local infrastructure and ensure these systems and structures are safeguarded through a changing climate.
- Municipal Signage Bylaw
 - Victoria currently defers to the Provincial signage regulations, but following the adoption of a Heritage Plan and Bylaw, the Municipality may wish to implement their own Bylaw. Local signage regulations could ensure that signage respects heritage values and conforms to the existing character of the community.
- Municipal Sustainability Study
 - The Rural Municipality of Victoria would undertake an in-depth consultation with residents to assess sustainability and to map opportunities for future growth of the community.

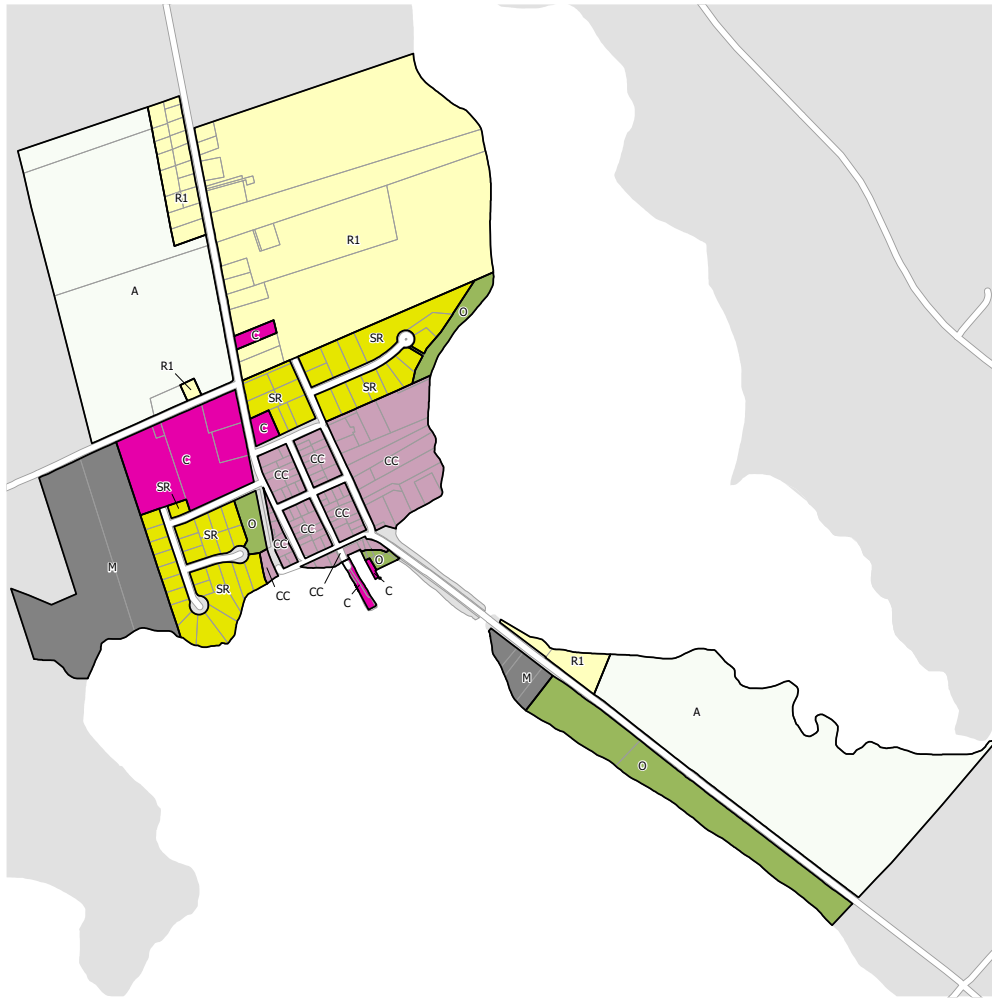
Chapter 7 Changelog

Reference No.	Effective Date	File or Project	General Nature of Change
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






8 Appendices

8.1 Appendix A: General Land Use Plan

The General Land Use Plan is a conceptual representation of the direction Council envisions land use patterns emerging during the next fifteen years. It lays the foundation and establishes the direction for the Zoning Map in the Development Bylaw, which is much more precise in terms of boundaries and land use designations. The Zoning Map must, however, conform to the General Land Use Plan. Properties within the Community shall only be rezoned in accordance with the future land use identified on the General Land Use Plan.

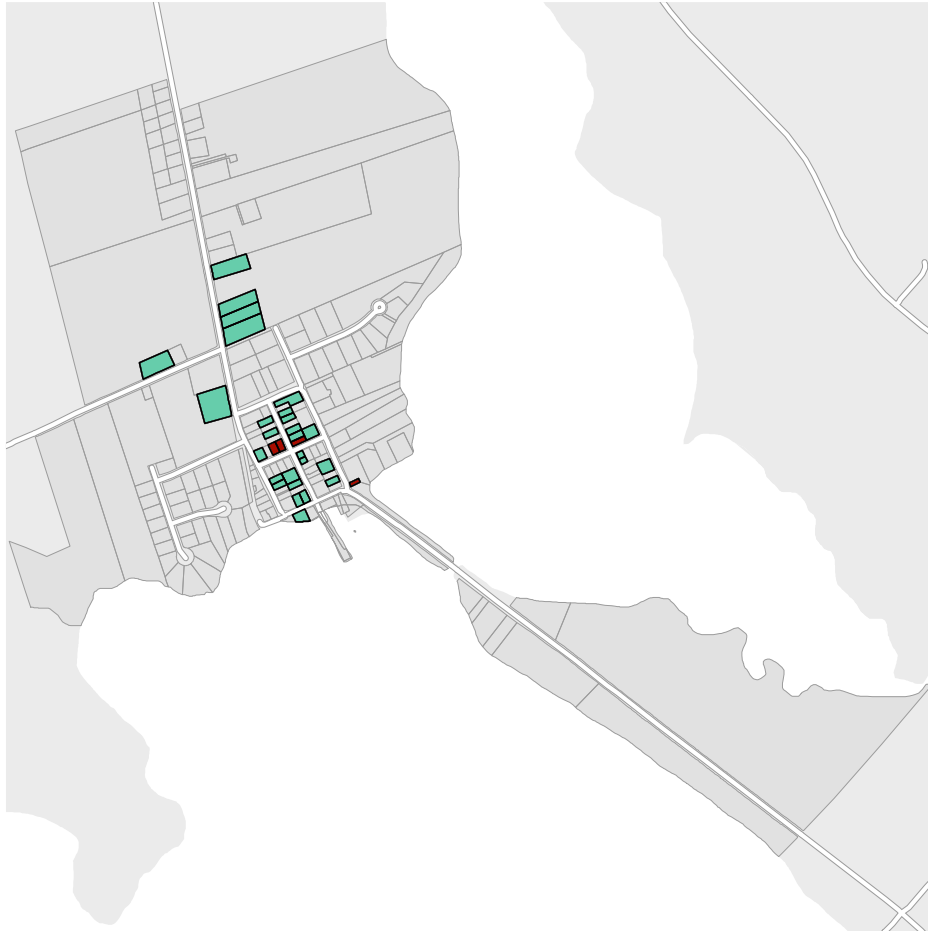


General Land Use Plan



General Residential	R1	
Single-Unit Residential	SR	
Commercial	C	
Central Core	CC	
Agriculture	A	
Light Industrial	M	
Recreation and Public Open Space	P	

8.2 Appendix B: Cultural Heritage Resources

This map indicates existing heritage properties within the Municipality, as of 2022, including both Provincially registered and designated properties.



Cultural Heritage Resources

Designated Heritage Property 
Registered Heritage Property 

Chapter 8 Changelog

Reference No.	Effective Date	File or Project	General Nature of Change
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