

Attachment B:

Cadboro Bay Local Area Plan Update

Terms of Reference

Adopted by Council on November 27, 2017

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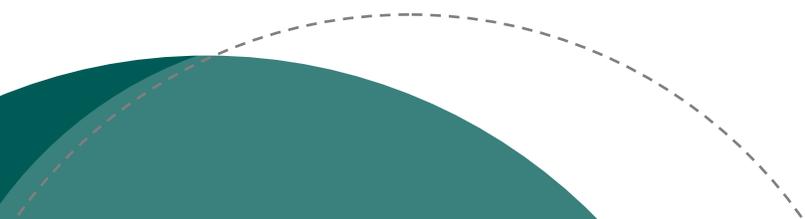


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1. BACKGROUND

Local Area Plans form part of the Saanich Official Community Plan (OCP) and provide detailed planning policy at the neighbourhood level. Local Area Plans help guide and manage change while seeking to implement OCP goals.

The Cadboro Bay Local Area Plan (LAP) was last updated in 2002. Since that time a new Saanich OCP has been adopted. The Cadboro Bay LAP Update will seek to bring planning policy up-to-date by working with the community to review existing policy and examine new and emerging issues.

2. PURPOSE

The purpose of the Cadboro Bay Local Area Plan Update is to provide a framework to guide growth and change in the Cadboro Bay Local Area over the next 20-30 years. The updated Plan will guide Council decision-making and provide a measure of predictability to the public, property owners and developers.

A key emphasis of the Local Area Plan update will be to integrate a sustainability lens, both through modernizing approaches to existing issues and addressing new and emerging issues. The updated plan will provide guidance and direction on diverse community elements including land use, transportation and mobility, housing, urban design, parks and open space, heritage and community amenities.

3. PROJECT OBJECTIVES

Objectives for the LAP update process include:

- Implement the vision of the Saanich OCP in a way that reflects the unique conditions and features of Cadboro Bay;
- Undertake a public engagement process to ensure that there are broad community opportunities for input;
- Building on the current LAP, undertake an LAP update that will provide guidance and direction on a range of issues including land use, transportation and mobility, environment, housing, urban design, parks and open space, heritage and community amenities;
- Integrate a sustainability and climate change lens to the planning topics; and,
- Focus attention and provide guidance on how change will occur in the Cadboro Bay Village to implement the vision of the OCP.

4. LOCAL AREA CONTEXT

Rich in history, Cadboro Bay has evolved into the Local Area we know today with the Cadboro Bay Village Centre known for its small shops, eclectic restaurants, local village atmosphere where the annual Cadboro Bay Festival takes place and the popular sandcastle competition at Gyro Park.

Located in the southeast portion of Saanich, Cadboro Bay is bounded by the Gordon Head Local Area on the west side, Haro Strait to the north and east, and the District of Oak Bay bordering south (Figures 1 and 2). The peninsula shaped area is characterised by a varying topography with a relatively level central area; a long slope on the western side towards Gordon Head and along the shoreline; and the steeper slopes of Minnie Mountain in Ten Mile Point.

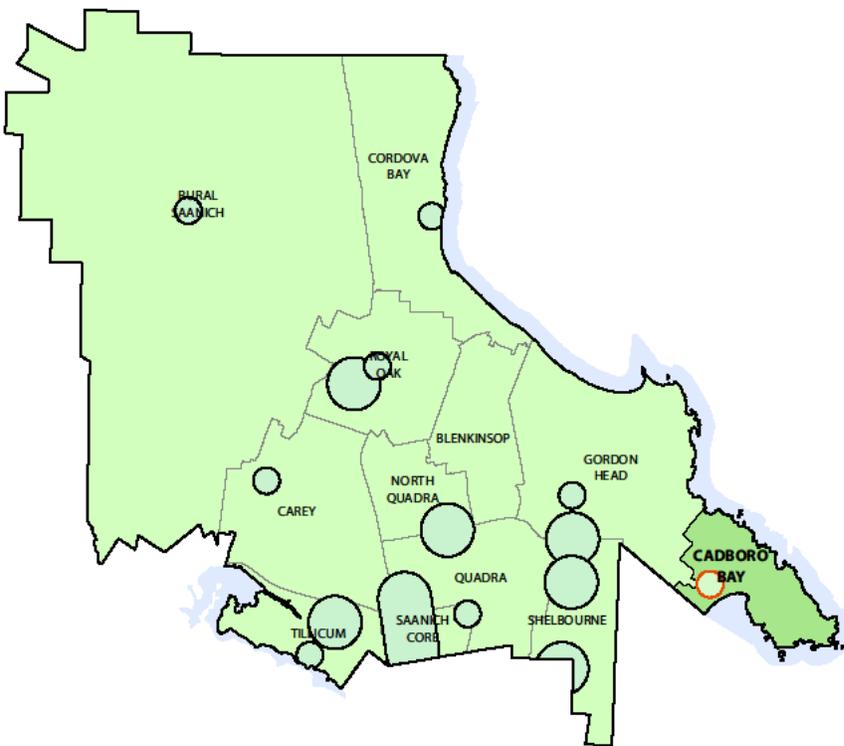


Figure 1: Context Map - Local Areas and Conceptual Centre/Corridor/Village Areas

The area's semi-rural green character is created by the area parks, open space natural vegetation and ocean surroundings. Larger lot sizes at Queenswood and Ten Mile Point also contribute to the green character of the local area. The ocean shoreline is a significant feature of the local area with its diverse vegetation and natural habitat, includes beachfront access and views of Cadboro Bay and Haro Strait. Views and natural vistas are an important part which contributes to the character of Cadboro Bay.

The Cadboro Bay Local Area is primarily characterised by single family residential dwellings on varying size lots. Multi-family dwellings are located in the Village Centre and at Ten Mile Point on Minnie Mountain. A number of commercial uses and services are concentrated in the Village Centre. Several institutions including the University of Victoria, and the Queen Alexandra Centre for Children have large land holdings in the area.

Cadboro Bay Village Centre can be described as an evolving urban village and community focal point. The existing LAP planning approach has been to support the Village Centre to develop as a complete community by locating multi-family dwellings in and near the Village Centre.

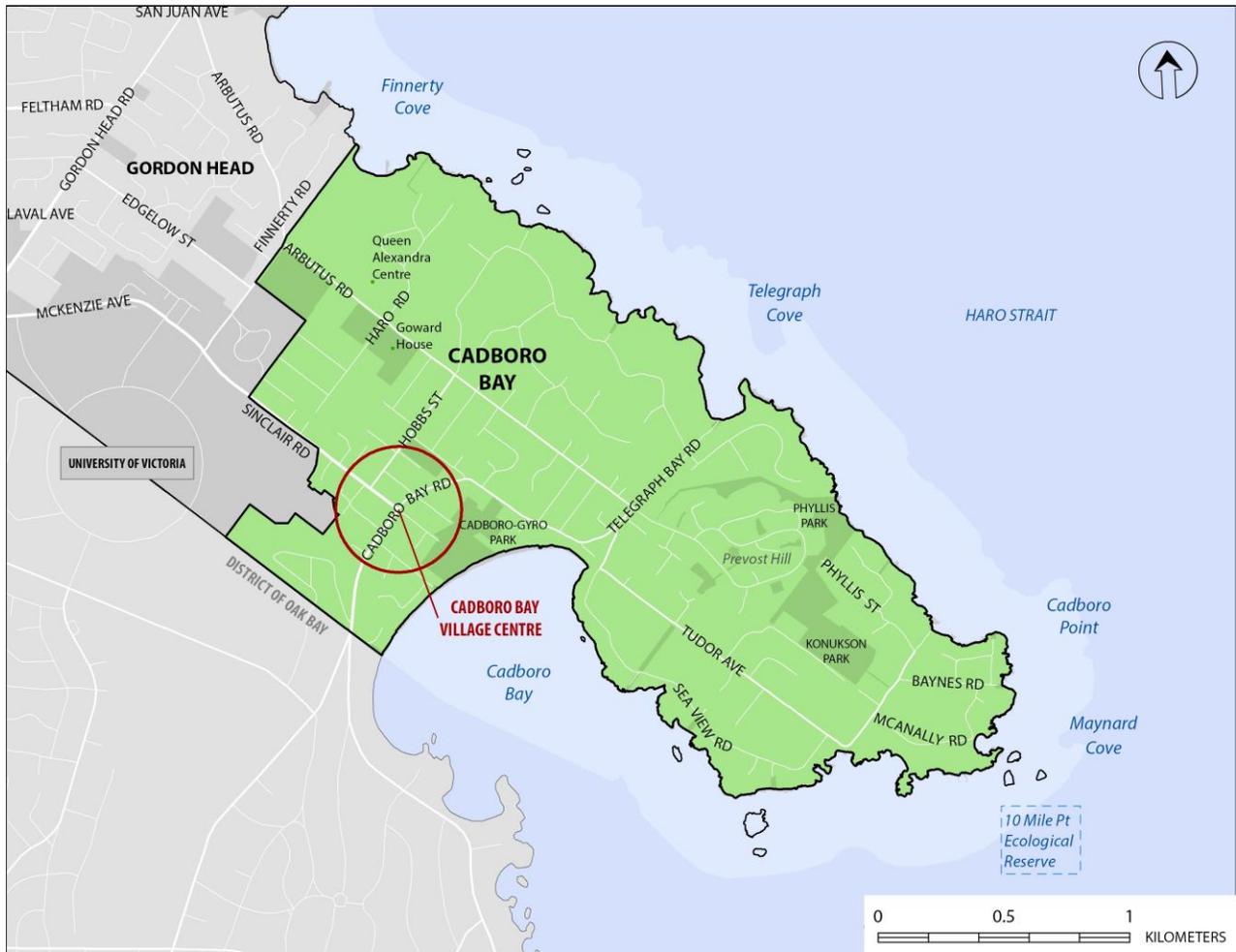


Figure 2: Cadboro Bay Local Area Map

5. SCOPE

The scope of the Cadboro Bay Local Area Plan update process will be guided by existing District-wide policy documents, with a focus on implementing those broad directions at the local level. Additionally, the scope of activities will seek to complement initiatives currently in progress (see section 11 of Terms of Reference).

In general, the Cadboro Bay Local Area Plan update will focus on three key elements:

A. Build on and Update Content in the Existing Local Area Plan

The existing Local Area Plan will be used as a starting point for the update. The following topics, which are addressed in the current Plan, will be reviewed, refined and updated based on community input, research, an assessment of planning trends and current policy guidance:

- Land use (residential, commercial, institutional, agricultural);
- Heritage;
- Transportation and Mobility;
- Municipal infrastructure;
- Environment;
- Social and Cultural Services;
- Parks and Open Space; and
- Development Permit Areas.

B. Address Official Community Plan Directions at the Local Level

The updated Plan will look to address the sustainability focus of the OCP by modernizing content related to the above-noted topics, and also examining new and emerging issues identified in the OCP such as:

- Urban Design and Accessibility;
- Housing Diversity and Affordability;
- Climate Mitigation and Adaptation; and
- Agriculture and Food Security.

C. Provide More Focused Policy Guidance for Cadboro Bay Village

The current Local Area Plan provides some guidance for how Cadboro Bay Village will develop in the future. The updated Plan will look to enhance that direction by providing more detailed guidance for this important neighbourhood hub. A sub-area plan will be developed with policies to address:

- Land use, building heights, and densities;
- Urban design, including of the public realm;
- Mobility and accessibility; and
- OCP policy 4.2.3.1, which provides guidance for development in Centres and Villages (Figure 3).

OCP Policy 4.2.3.1

Support developments in “Centres” and “Villages” that:

- Encourage diversity of lifestyle, housing, economic, and cultural opportunities;
- Concentrate the greatest densities of residential and employment activity near the centre or focal area of each Centre/Village and locate lower densities and building heights near the periphery;
- Provide publicly accessible open space that complements the public realm, and create identifiable focal points within each Centre/Village;
- Sets aside land for public open space in the form of natural areas, parks, playgrounds, open air plazas and other assembly and activity spaces;
- Protect and encourage traditional “main street” streetscapes;
- Encourage the integration of residential, commercial, and public land uses both within buildings and between adjacent sites;
- Complement and integrate new development with adjacent existing development;
- Provide for a range of housing options by location, type, price and tenure;
- Support the integration of institutional uses as community focal points to maximize opportunities for accessing essential amenities and services;
- Integrate and support the use of alternative transportation;
- Account for and mitigate through traffic on major streets and collectors roads;
- Result in reduced energy use, net energy generation and reduced Greenhouse Gas emissions; and
- Create or enhance the node’s unique “sense of place”

Figure 3: OCP Policy Direction for Centres and Villages

6. PLANNING PROCESS & TIMELINE

The local area plan update is anticipated to take 18 months. Figure 4 provides an overview of the process, while Table 1 outlines the detailed planning process showing project phases, key activities and deliverables. While project activities are fairly well defined, there exists some ability to adapt public engagement activities based on the feedback of the Project Advisory Committee and other community stakeholders, provided it meets overall project timelines and objectives.



Figure 4: Project Timeline

Table 1: Planning Process

| Phase | Activities | Key Deliverables |
|--|---|--|
| <p>Phase 1: PROJECT INITIATION November 2017 to January 2018</p> | <p>Research and Analysis</p> <ul style="list-style-type: none"> • Assemble profile information for Baseline Condition Report • Update maps and demographic data • Assess implementation of existing plan • Assess alignment with OCP • Identify current development applications and local planning issues <p>Public Engagement preparation</p> <ul style="list-style-type: none"> • Develop project website and other communication materials • Identify key community stakeholders • Form Advisory Committee • Confirm engagement strategy | <p>Baseline Condition Report Engagement Strategy Establishment of Advisory Committee List of current planning projects and initial issues identification Summary of relevant policies, studies and initiatives impacting the planning area</p> |
| <p>Phase 2: COMMUNITY VISIONING February to April 2018</p> | <ul style="list-style-type: none"> • Develop vision statement, identify key issues, and assess priorities. This could include: <ul style="list-style-type: none"> ○ Community events/ workshops ○ Community survey ○ Stakeholder interviews ○ Meetings tailored to demographics and issues of the area | <p>Vision statement Phase 2 Engagement Summary Comprehensive list of planning issues and priorities</p> |
| <p>Phase 3: PLAN DEVELOPMENT May to October 2018</p> | <ul style="list-style-type: none"> • Develop and explore policy options related to key issues through: <ul style="list-style-type: none"> ○ Focus groups / Workshops ○ Meetings with topic area experts and key stakeholders • Hold design workshop for Village • Undertake technical studies as needed | <p>Phase 3 Engagement Summary Results of technical studies Preferred policy options Draft design guidelines Framework for developing the plan</p> |
| <p>Phase 3: PLAN DEVELOPMENT May to October 2018</p> | <ul style="list-style-type: none"> • Staff development of Draft Plan • Internal review of Draft Plan | <p>Draft Local Area Plan</p> |
| <p>Phase 4: DRAFT PLAN REVIEW November 2018 – January 2019</p> | <ul style="list-style-type: none"> • Community events/ open house to review Draft Plan • Stakeholder meetings • Survey to assess support for plan | <p>Final Draft Local Area Plan Phase 4 Engagement Summary</p> |
| <p>Phase 5: PLAN ADOPTION February to April 2019</p> | <ul style="list-style-type: none"> • Edits to draft plan based on public feedback • Develop staff report • Council meeting • Public Hearing | <p>Adopted Local Area Plan</p> |

7. COMMUNITY ENGAGEMENT

Community engagement and participation is a fundamental part of the LAP update planning process. While Council has final authority over the adoption of the Plan, a strong level of community input and ownership is extremely important. The planning process will seek to be inclusive and reach a broad spectrum of the community.

Community members can participate in the planning process for the Cadboro Bay Local Area Plan update in a number of ways, including:

- Signing up for the Advisory Committee;
- Participating in community workshops;
- Completing community surveys;
- Contributing to focus groups/ working groups;
- Attending open houses; and
- Sharing thoughts with Council when the plan is presented at Committee of the Whole and the Public Hearing.

Saanich adheres to the International Association of Public Participation (IAP2) spectrum of participation which identifies the level of community involvement in decision making. Examples of the type of public engagement anticipated for each project phase and the level of public participation are identified in the Table 2 below.

| Phase | Level of Public Participation | Engagement Tools | Primary Engagement Goal |
|---------------------|-----------------------------------|---|--|
| All phases | Consult Involve Collaborate | Advisory Committee meetings | To obtain advice, creative ideas and feedback throughout the project |
| Project Initiation | Inform Consult | Stakeholder interviews, project updates, social media | To build information base on Local Area and begin to raise awareness of the project |
| Community Visioning | Inform Consult Involve | Workshops, community surveys, stakeholder meetings, media, social media | To raise awareness of the LAP process, understand issues and aspirations, engage the community on ideas for the future |
| Plan Development | Inform Consult Involve | Focus groups, working groups, stakeholder meetings, design workshops | To work with community members to develop and refine ideas and generate solutions |

| | | | |
|-------------------|----------------|---|--|
| Draft Plan Review | Inform Consult | Open houses, community surveys, media, social media | To receive feedback from the public on the draft LAP |
| Plan Adoption | Inform | Public Hearing, media, social media | To inform the public of the final Draft LAP and opportunities to make submissions to Council |

Table 2: Level of Public Engagement for Each Project Phase

8. PROJECT ADVISORY COMMITTEE

A Project Advisory Committee will be set up to provide advice to the Project Team and act as community liaison throughout the LAP planning process. The establishment of the Project Advisory Committee will be one of the first activities of the planning process.

The Project Advisory Committee will be comprised of up to 15 individuals who are broadly representative of the local area’s neighbourhoods, demographics and interests. Member selection would be based on an application process which seeks to achieve involvement from:

- Representatives from the Cadboro Bay Residents Association (2);
- Resident members-at-large from different geographic areas of the local area, including Queenswood Area, The Village and Ten Mile Point (up to 4);
- Representatives from the local business community, and the Cadboro Bay Business Improvement Association (up to 2);
- Representatives from major local institutions: University of Victoria (1) Queen Alexandra Centre for Children (1) Goward House (1) and School District No 61 (1) (as required)
- Representatives from key stakeholder groups in the local area (up to 3);

Key roles of the Advisory Committee will be to:

- Advise on public engagement to ensure broad outreach is effectively undertaken throughout the community;
- Promote the project and public engagement opportunities within the community;
- Provide support to staff at public engagement events; and,
- Provide feedback to staff on plan concepts, policy options, and the draft plan.

In addition to the Advisory Committee, smaller technical resource groups may be assembled to address topic specific issues as they arise. The technical working groups could include other Saanich Departments, BC Transit, the Capital Regional District or other key stakeholders.

9. KEY COMMUNITY STAKEHOLDERS

Identified Stakeholders include, but are not limited to:

- Cadboro Bay residents and the general public
- Local businesses, land owners and employees
- Cadboro Bay Residents Association (CBRA)
- Cadboro Bay Business Improvement Association (BIA)
- Public Institutions such as the University of Victoria, Vancouver Island Health Authority, Queen Alexandra Centre, Frank Hobbs Elementary, School District No.61, BC Transit, Capital Regional District
- Local non-government agencies (NGOs) Goward House, Children’s Health Foundation of Vancouver Island
- Cadboro Bay Unitarian Church
- St. Georges Anglican Church
- Gordon Head Community Association
- District of Oak Bay
- Urban Development Institute
- Saanich Advisory Committees including: Planning Transportation and Economic Development; Parks, Trails and Recreation; Bicycle and Pedestrian Mobility; Environment and Natural Areas; and Healthy Saanich.
- Others identified throughout the process.

10. ROLES AND RESPONSIBILITIES

Staff

This process will be led by the Project Planner with support from other departments and consultants as required. Staff will be responsible for project management, community engagement, data analysis and producing and recommending policy options for Council’s consideration. The Project Team is made up of the Project Planner, Planning staff, and departmental representatives from Saanich Engineering, Parks, and Corporate Communications, along with other Saanich staff as needed.

Residents and General Public

All individuals and business owners having an interest in the local area will be invited to participate in the planning process through providing input to identify issues and opportunities and review Local Area Plan concepts, policies, and guidelines.

Project Advisory Committee

The Advisory Committee’s role is to provide advice to the Project Team and act as community liaison throughout the LAP planning process.

Stakeholder Groups

Stakeholder groups such as: Community Associations, local institutions, non-governmental organizations and the development community will contribute in the same way as residents, but may also be the subject of focused consultation with respect to their particular areas of interest. Stakeholder groups can also help with outreach, identifying issues, opportunities and actions, and reviewing policy options.

Consultants

Consultants may be retained to provide expertise or undertake studies to supplement the expertise of the Project Team. Special topic areas could include urban design, transportation, land development economics, and climate change/sustainability.

Council

Council is responsible for the allocation of resources for the project, setting priorities and making decisions related to Local Area Plan approval and implementation items. Saanich Council has final authority for adoption of the plan.

11. RELATIONSHIP TO OTHER INITIATIVES

A key element of the Cadboro Bay Local Area Plan update will be to ensure the plan is well-integrated and aligned with other Saanich and regional initiatives currently in progress. Current initiatives that will influence the LAP update are:

Active Transportation Plan: The development of a Saanich Active Transportation Plan is currently underway and will establish clear priorities for actions to enhance walking and cycling networks. The Plan is anticipated to be adopted in Spring 2018 and will establish a primary cycling network, sidewalk priorities and a strategy for implementing improvements. The Cadboro Bay Local Area Plan update will work from the framework established by the Active Transportation Plan and assess local changes that can be undertaken to support and implement broader network priorities.

Climate Plan: 100% Renewable Saanich: The update of Saanich's climate plan is currently underway, looking to meet targets of 100% renewable energy and an 80% reduction in community greenhouse gas emissions below 2007 levels by 2050. The Cadboro Bay Local Area Plan will be updated concurrently with the Climate Plan, providing opportunities to integrate climate mitigation and adaptation actions in the local area.

Garden Suite Study: A study is underway to examine regulatory changes that could permit garden suites in areas of Saanich that are within the Sewer Service Area. This study will occur in 2017/2018 and will include the examination of some areas in Cadboro Bay. The LAP update will assess land use and infill policy changes in the context of this study.

12. BUDGET

In addition to staff resources, the budget for the project is \$100,000. This includes approximately 60% for technical studies, 30% for public engagement and 10% for contingencies. The project costs have been approved in the Saanich 2017 budget.

13. DELIVERABLES

The following deliverables will be achieved through the Cadboro Bay local area planning process:

1. Updated Cadboro Bay Local Area Plan;
2. Sub-Area Plan for the Cadboro Bay Village as a component of LAP; and
3. Priority actions.

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