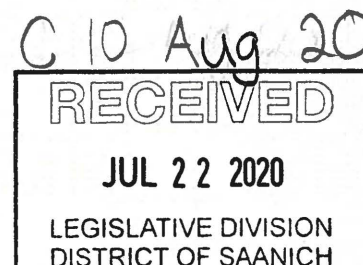




The Corporation of the District of Saanich

Report

To: Mayor and Council
From: Sharon Hvozdzanski, Director of Planning
Date: July 23, 2020
Subject: Proposed Uptown-Douglas Plan
File: 2310-20



RECOMMENDATION

1. That Council endorse in principle the proposed Uptown-Douglas Plan (see Attachment A).
2. That Council direct staff to prepare an Official Community Plan Amendment Bylaw and present the following items to Council for consideration for first reading at a subsequent meeting:
 - Adoption of the Uptown-Douglas Plan as an appendix to the Official Community Plan;
 - Amendments to the relevant sections of the Saanich Core, Tillicum, and Quadra Local Area Plans with appropriate references to the Uptown-Douglas Plan; and
 - An amendment to section 4.2.3.8 of the Official Community Plan to permit building heights up to 24 storeys in Uptown Centre.
3. That Council direct staff to incorporate the development of Community Amenity Contribution (CAC) targets for the Uptown-Douglas Plan area as part of the future District-wide initiative to establish a structured CAC program.
4. That Council direct staff to prepare Uptown-Douglas Development Permit Area Design Guidelines, based on Section 9: Urban Design of the Uptown-Douglas Plan, and bring forward an Official Community Plan Amendment Bylaw to update Appendix "N" of the Official Community Plan.
5. That Council direct staff to undertake a pilot pre-zoning project in the "Urban Mixed-Use Residential" and "Mixed Employment" land use designations and bring back a report with recommendations on pilot pre-zoning in these areas.
6. That Council refer the development of new off-street parking standards for the Uptown-Douglas Plan to a future Strategic Planning session, with prioritization, to determine scope of work, resources, and funding.

PURPOSE

The purpose of this report is to:

- Summarize the Uptown-Douglas Plan (UD) development process and highlights of Plan content;
- Present to Council the proposed Uptown-Douglas Plan for endorsement, in principle;
- Outline steps required to formally amend the Official Community Plan (OCP) Bylaw to include the Uptown-Douglas Plan as Appendix “P” and seek Council direction to proceed with the proposed changes;
- Seek Council support for high-priority Uptown-Douglas Plan implementation items (see Recommendations 3-6).

DISCUSSION

Council Direction

At the September 14, 2015 Committee of the Whole meeting, Council endorsed a Terms of Reference (TOR) for the Uptown-Douglas Corridor (UDC) Plan (see Attachment B). The TOR outlined how the UDC Plan was to be developed, including identifying the planning process, key milestones, and deliverables.

As part of the planning process, on November 6, 2017, Council endorsed the Uptown-Douglas Corridor Plan Framework with the following motion:

“That Council endorse the Uptown-Douglas Corridor Plan as outlined in the report of the Director of Planning dated September 20, 2017.”

The Plan Framework included the foundational directions of the Plan, and endorsement by Council provided staff with clear direction on how to proceed with drafting the Plan. In accordance with the TOR, staff have since developed the proposed Uptown-Douglas Plan.

Planning Process

The proposed Uptown-Douglas (UD) Plan was developed through a multi-phased process (see Figure 1) that included substantial community consultation, research, and technical analysis. The project is currently in its final phase, with a Public Hearing required before formal plan adoption.



Figure 1: Uptown-Douglas Plan Development Process

Public Engagement

Creation of the Uptown-Douglas (UD) Plan was informed through extensive consultation with residents, landowners, businesses/employees, neighbourhood associations, stakeholders, developers, project advisory committee members, and committees of Council between 2016 and 2020. Public consultation activities presented in the early phases of the Plan's development (see Attachment C) informed the Uptown-Douglas Corridor Plan Framework, a document which was endorsed by Council in 2017 (see Attachment D) and laid the foundation for the development of the proposed UD Plan.

More recently, the UD Plan was released to the public for comment and various consultation and engagement events were held between September 2019 and January 2020. A summary of these public engagement events is detailed in Attachment E.

Highlights of the overall UD Plan engagement processes through each phase include:

- 5 open houses, with access to virtual open houses;
- 16 pop-up events;
- 5 information displays;
- 2 community surveys;
- 1 focus group workshop;
- 1 community design workshop (3 day);
- 2 landowner luncheons;
- 2 Saanich Talks speaker series events;
- 12 Advisory Committee meetings;
- 18 coffee klatches;
- 22 news ads (published in the Saanich News or Times Colonist);
- 700+ letters mailed to major property owners and business license holders;
- 5,600 brochures distributed (5,100 via direct mail) to residents, owners, and businesses;
- 7,600 postcards distributed (via direct mail) to residents, owners, and businesses;
- 2,400 postcards distributed at recreation centers, libraries, and businesses;
- 3,000+ engagement interactions;
- 1,200 pieces of feedback, including survey responses; and
- 76,952 social media views.

PLAN CONTENT

The Uptown-Douglas Plan provides a 20 to 30 year vision with clear objectives and actions to implement the goals and policies of the Official Community Plan (OCP). The UD Plan has a focus on affordable and diverse housing, active transportation, urban design, sustainable development and climate change mitigation and resilience.

The UD Plan provides land use and policy direction for the Uptown "Major Centre", which is identified conceptually in Saanich's OCP. This Plan provides more definition to the "Major Centre" boundary and includes detailed policies that implement the broader directions of the OCP. "Major Centres" are an important planning tool for the District of Saanich and the Capital Regional District that help to focus growth and create complete communities.

While the UD Plan comprehensively addresses a range of topics, the primary focus is to provide land use direction that guides future development within the area. The UD Plan seeks to fundamentally change the character of the area to create a vibrant, liveable centre and a balanced mobility network where walking, cycling and public transit are inviting and accessible

for all. The UD Plan area acts as a critical regional hub with an unprecedented opportunity to implement innovative approaches that reflect the OCP's vision of sustainability. The area is well positioned to receive additional growth and to develop as a compact, complete community.

A series of key plan directions highlight changes that are central to achieving this Plan's vision and will be delivered through meeting the UD Plan's collective objectives and policies (see Figure 2).

Key Plan Direction	Objective
Put Pedestrians First	Develop an exceptional pedestrian realm and safe, people-friendly connections, enhance east-west movement, and continue to build on the success of the Galloping Goose and Lochside Regional Trails.
Create a Landmark Multi-Modal Transit Hub	Develop a regional multi-modal hub that creates convenient connections for all travel modes, elevates transit service, encourages redevelopment, highlights regional cycling connections, and reinforces the pedestrian first priority.
Accelerate Rapid Transit on Douglas Street	Support more compact, transit-oriented development in coordination with the multi-modal transit hub that increases housing and business options, enhances the pedestrian realm, and accelerates the evolution to rapid transit on Douglas Street.
Create a Network of Active and Engaging Public Places	Develop a series of parks, plaza spaces, parkettes, and streetscape redesigns highlighted by a central civic space.
Lead Growth with Residential	Encourage growth with a mix of compact, multi-unit residential housing including affordable non-market and market rental, and family-appropriate options that are suitable to a broad range of residents.
Conserve Light Industrial	Retain the light industrial uses west of the Galloping Goose Regional Trail and enhance the area with street improvements and mixed-uses, where appropriate, to retain and expand local employment opportunities.
Transform Oak Street	Design Oak Street as a central high-street integrating transit, bikes, a pedestrian promenade and amenities, along with active and engaging mixed-use buildings framing the street.
Convert Grey to Green	Develop the area as a showcase of urban sustainability through enhancing nature and integrating green infrastructure and green buildings.

Figure 2: Uptown-Douglas Key Plan Directions

The purpose of the following sections of the report is to highlight specific themes of the Uptown-Douglas Plan that address issues integral to the OCP.

Land Use and Urban Design

Land use and urban design are fundamental components of the Uptown-Douglas Plan. With application of its comprehensive policy direction, the Plan seeks to enhance the liveability and vibrancy of the area. In alignment with the goals of the Official Community Plan (OCP), specific to the development of “centres” and “villages”, the UD Plan seeks to promote sustainable development that offers a broad range of housing options, public realm enhancements, and improved mobility choices.

The UD Plan identifies seven neighbourhood sub-areas (see Figure 3), each with a unique identity and role in contributing to the future of the Plan area. In general, the greatest intensity of uses, building heights and densities will be concentrated in the Douglas-Oak Hub and Douglas Street, with a gradual transition downwards to the edges of the plan area.

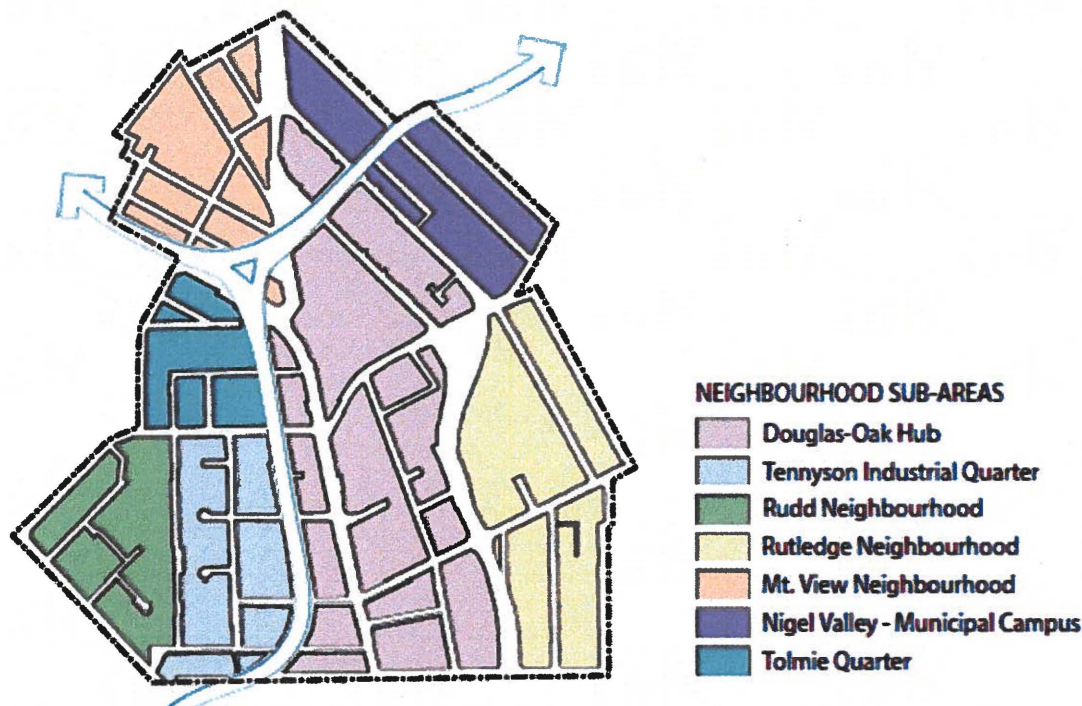


Figure 3: Neighbourhood Sub-Areas

The Plan contains eight land use designations catered to assist in guiding change over the life of the Plan. Each designation identifies land uses, street interface guidelines, as well as base and maximum building heights. The determination of appropriate land use and height designations seeks to balance long-term plan priorities, existing community conditions and the financial viability of redevelopment over the life of the Plan. Major land use directions include:

- Significantly expanding opportunities for residential development (Section 5);
- Protecting industrial lands and enabling opportunities for intensification and a broader mix of uses (Section 5.1, Section 5.4 and Section 11);
- Maintaining Douglas Street as the primary commercial corridor (Section 5.1 and Section 5.3);
- Creating a landmark multi-modal transit hub (Policy 5.11.1 and Policy 6.4.2); and

- Supporting growth with park space, active transportation facilities and public realm improvements (Sections 6, Section 7, Section 8 and Section 9).

In response to feedback received during the UD Plan engagement process, a policy to consider building heights beyond the 18 storeys supported in the OCP (up to a maximum of 24 storeys in the Core land use designation), has been included in the proposed Plan (Policy 5.1.4). The rationale for enabling taller buildings on a limited number of sites, beyond the 18 storeys, is to establish landmark development sites, create efficient building footprints with additional public open spaces and create an interesting and distinctive skyline centred within the Plan's primary commercial and transportation corridor.

The urban design framework (Section 9) seeks to guide the transition of space to place to develop a place that is unique, interesting, and in keeping with the area's vision. Guiding principles promote community, liveability, aesthetics, ambiance, culture, safety, accessibility, and an environment that is inclusive to all ages and abilities. Collectively, the urban design framework looks to provide detailed guidance for new developments in terms of site layout, built form and massing and public realm to achieve the Plan's vision for the design of the built environment.

Housing and Affordability

Goals of housing affordability and social equity noted in the Official Community Plan (OCP) and the Strategic Plan (2019-2023) are echoed in the Uptown-Douglas Plan through providing direction at a local scale relating to housing supply, diversity, and affordability. The ability to better achieve affordable housing within the UD Plan area will be supported by the completion of the District-wide Housing Strategy that will address challenges in the availability and cost of housing in Saanich. A critical measure of success for this Plan will be the ability to accommodate a diversity of housing, including rental and non-market housing forms. Key housing and affordability highlights of the UD Plan include:

- Expanding housing choices through supporting a diversity of residential densities and development forms (Section 5 and Policy 5.2.1);
- Requiring 30% of new residential uses to include two and three-bedroom units as a means of providing family-appropriate housing (Policies 5.2.2 and 10.2.9);
- Promoting child-friendly communities through larger unit sizes, on-site amenities, and neighbourhood programming (Policies 5.2.9 and 5.2.10);
- Incentivizing development of non-market housing or projects with affordable housing components (Policies 5.2.3 and 10.2.5); and
- Identifying affordable housing as a priority for community contributions (Section 5.6.3).

Transportation, Mobility, and Significant Streets

Major regional transportation routes converge in the Uptown-Douglas (UD) area, providing a density of activity that attracts businesses and enables the efficient provision of transportation options. Douglas Street, Blanshard Street and Vernon Avenue cumulatively carry close to 100,000 vehicle trips a day, while the Galloping Goose Regional and Lochside Regional Trails are the highest volume cycling routes in the region. All of these routes run through the heart of the Plan area and provide a strong basis for a complete transportation network. Transitioning these routes to be multi-modal and integrated within the public realm will further support the desired change from space to place.

The long-term vision is to create a network of complete streets that are designed to ensure users of all ages and abilities feel safe and comfortable. Currently, the feel, function, and character of the UD area is strongly defined by its major roads. Realizing the vision of the UD

Plan will require these major roads to transition to complete streets, each in a way that complements the surrounding land use context. To support this, select roadways, coined 'significant streets', have been identified within the UD area and seek to provide a holistic vision for future street design and include conceptual cross-sections. Significant Streets within the UD area include: Douglas Street, Blanshard Street, Vernon Avenue, Ravine Way, Saanich Road, Boleskine Road/Harriet Road (south), Oak Street, and Audley Crossing.

Key transportation, mobility, and significant streets highlights of the UD Plan include:

- Implementing conceptual cross-section designs for all Significant Streets to enable their transition to complete streets (Sections 7.2 – 7.9 and Figures 7.1 – 7.11);
- Acquiring new connections for walking, cycling and goods movement (Policy 6.1.1 and Map 6.2);
- Introducing a new lane (Audley Crossing) to support network connectivity, access, goods movement, and to reduce conflicts on streets (Policy 6.1.9, Section 7.9, and Figure 7.10);
- Supporting BC Transit in the creation of a landmark multi-modal transit hub (Policies 6.4.2, 6.4.3, and 6.4.4);
- Integrating loading bays into building design for commercial and industrial development (Policy 6.5.2 and Guideline 9.5.2.ii);
- Requiring parking to be located underground or underbuilding (Policies 6.6.1 and 6.6.2);
- Updating off-street parking standards (Policy 6.6.4); and
- Developing a Memorandum of Understanding with the Ministry of Transportation and Infrastructure, identifying agreed upon design and development approaches on Ministry controlled streets (Policy 7.1.3).

Environment and Sustainability

The Uptown-Douglas (UD) Plan seeks to support a transition from an auto-centric area with limited ecological assets towards a greener, people-friendly environment where residents live, work, and play. Saanich's recently adopted 2020 Climate Plan identifies key actions within six theme areas to achieve these targets. These include mobility, buildings and infrastructure, food and materials, ecosystems, community well-being and leadership in District operations.

The UD Plan supports these actions through encouraging compact transit-oriented development, offering diverse housing options, providing exceptional mobility choices, prioritizing new parks and open spaces, and supporting ecological restoration through good urban design, site planning and public space acquisition. Key environmental and sustainability highlights of the UD Plan include:

- Targeting 20% canopy cover (Policy 4.2.1);
- Encouraging the use of renewable energy for space and hot water heating systems (Policy 4.2.2);
- Supporting initiatives that restore Cecelia Creek and Watershed (Section 4.4);
- Exploring incentive tools and programs to encourage development of net-zero carbon and/or net zero energy ready buildings (Policy 4.2.3).
- Programming flat roofs for amenity space, renewable energy generation, and green roofs (Policy 4.3.5); and
- Creating and enhancing green corridors (Policy 4.5.4 and Map 4.2).

Parks and Open Spaces

In recognizing current and future needs, the Uptown-Douglas (UD) area is tasked with providing new parks, trails/connections, and open spaces that provide recreational opportunities, animate public spaces and better connect key destinations. Key large scale park space acquisition

priorities have been integrated into the Development Cost Charge program. Emphasis has been placed on creating new parks and open spaces in the center of the Plan area where significant growth is anticipated. Key parks and open space highlights of the UD Plan include:

- Achieving a network of parks and open spaces to support current need and future population and employment growth (Policy 8.1.1 and Map 8.1);
- Prioritizing new community park space acquisitions in four key sites, highlighted by a central civic space (Policy 8.1.3 and Map 8.1); and
- Requiring for large redevelopment sites to provide neighbourhood parks, plazas/urban parks, and/or publicly accessible open space, based on gross land area (Policy 8.1.5).

DRAFT PLAN ENGAGEMENT AND REVISIONS

The following section outlines public engagement that was undertaken as part of the public review of the Draft Plan, as well as an overview of key refinements that were made to the Draft Plan based on those comments. Attachment E outlines public engagement activities, while Attachment F provides a table that shows issues raised in public comments, changes that were made to the Draft Plan and a rationale for why changes were made or not made.

Engagement Feedback on the Draft Uptown-Douglas Plan

Through the engagement process significant public feedback was received on the Draft Uptown-Douglas (UD) Plan between September 2019 and January 2020. This feedback informed revisions and refinements to various policy directions. The majority of feedback received related to land use, including density, building heights, form and character and priorities for public realm improvements.

Nearly 300 pieces of feedback were received, with approximately 175 formal written comments (electronic and direct mail) and 119 surveys submitted (online and paper). Additionally, 17 focused engagement sessions/presentations were held, including with:

- Uptown-Douglas Project Advisory Committee;
- Major Landowners;
- Mt. View Colquitz Community Association;
- Gorge Tillicum Community Association;
- Quadra Cedar Hill Community Associations;
- Planning, Transportation and Economic Development Advisory Committee;
- Active Transportation Advisory Committee;
- Arts, Culture & Heritage Advisory Committee;
- Esquimalt First Nation;
- Urban Development Institute;
- Workshop with residents of Leslie Drive and Darwin Avenue;
- Greater Victoria School District No.61;
- BC Transit;
- Ministry of Transportation and Infrastructure; and
- Capital Regional District.

The majority of feedback received from the community survey indicated support (agree or strongly agree) for the various sections and themes within the UD Plan (Figures 4 and 5). A summary of the survey results is available in Attachment G of this report.

Theme	Support (%)
General land use and building height designations	63
Overall land use directions	66
Increase building heights, including up to 18 storeys	51
Vision and objectives for the Douglas-Oak Hub sub-area	72
Increase building heights in close proximity to future transit hub	63
Require parkland dedication for large lots (<0.5 ha) through re-development	81
Require percentage of new residential buildings to contain 2 and 3-bedroom units	81
Require undergrounding of pole top utilities to enhance streetscapes	88
Enhance the overall pedestrian and cyclist network	76
Require underground or underbuilding parking for all new developments	81
Objectives and directions for Significant Streets	68
Redesign Oak Street as an urban mixed-use designation	82
Implement Audley Crossing , a new shared lane with pedestrian priority	74
Increase overall height and density (4-5 storeys) in periphery sub-areas	78
Protect industrial uses in the Tennyson Industrial Quarter sub-area	72

Figure 4: Support for Uptown-Douglas Plan Policy Directions in Survey

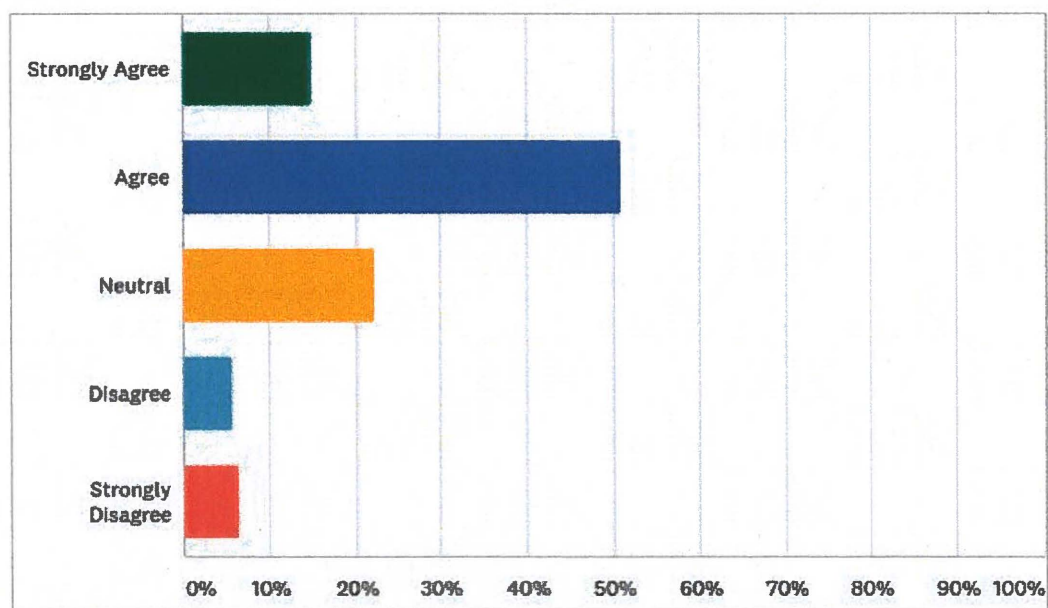


Figure 5: Support for Overall Land Use Direction in Uptown-Douglas Plan

Refinements to the Draft Uptown-Douglas Plan

The feedback collected throughout the various engagement events held during Phase 5 of the Uptown-Douglas (UD) Plan resulted in valuable refinements to the Draft Plan, including the incorporation of several enhanced land use and policy directions. Highlights of the key refinements are outlined below, with detailed comments and associated changes included in Attachment F:

Land Use and Building Height Designations

The land use framework is foundational to most of the Plan's policies and objectives. Through the review and refinement process, staff were able to make improvements to the content and ensure that the policy direction is appropriate and relevant, today and into the future.

- Douglas-Oak Hub neighbourhood sub-area
 - Adjustment to the land use designation for the Gateway Village site from Urban Mixed-Use Residential (8-12 storeys) to Core (12-18 storeys).
- Nigel Valley-Municipal Campus neighbourhood sub-area
 - Adjustments to land use designations and building heights along the south side of Leslie Drive and north side of Darwin Avenue including:
 - Leslie Drive – from Neighbourhood Residential (3 storeys) to Neighbourhood Residential (2.5 storeys)
 - Darwin Avenue – from Apartment Residential (4 storey) to Neighbourhood Residential (3 storeys)
 - Leslie Drive at Saanich Road (3 lots) – from Neighbourhood Residential (3 storeys) to Apartment Residential (4 storey)
- Core land use designation
 - Adjustments to Core land use designation to consider increased heights, beyond the maximum 18 storeys, up to a maximum of 24 storeys in certain circumstances
- Urban Mixed-Use land use designation
 - Consideration of pilot pre-zone program for the land use designation to incentivize development and act as a catalyst for change in the Plan area
- Mixed Employment land use designation
 - Secondary consideration of a pilot pre-zone program for the land use designation to incentivize development given the designations unique blend of land uses (industrial, commercial, residential)

Housing

Housing diversity is a critical measure to success of a place. As it relates to the UD Plan, the ability to accommodate a diversity of housing forms, including rental and non-market housing, is key. Through discussions with stakeholders, draft policies related to housing were further refined to include additional incentivizes and targets for new residential developments.

- Enhanced list of incentives to encourage development of non-market and supportive housing units
- Policy to require larger unit sizes (2 and 3 bedroom units) in a minimum of 30% of units
 - Adjustments to policy to expand requirement for all neighbourhood sub-areas, formerly only within the Rudd neighbourhood sub-area

- Mixed Employment land use designation
 - Adjustments to policy language to strongly encourage rental residential tenure, formerly requiring residential tenure to be restricted to rental-only

Community Contributions

The UD Plan includes a sub-section on Community Contributions that provides clarity on principles and priority areas for community contributions in the UD area. Following a detailed review of feedback, and through additional discussions with key stakeholders, proposed policies related to current and existing approaches to community contributions were refined. The Draft Plan included an approach that required a land lift analysis for all properties above the base height. Based on consultation feedback, this approach was revised. Revisions to the approach to community contributions, including:

- proposed development of an fixed-rate community contribution target approach for new development, to be established through a municipal-wide process; and
- application of land lift analysis limited to developments exceeding maximum heights.

Significant Streets

The UD Plan offers policy direction for the future design of important streets and seeks to create a network of complete streets throughout the area. Feedback identified some gaps in the streets were addressed in a more comprehensive manner and the draft has been enhanced to address these concerns through:

- Addition of new Significant Streets:
 - Saanich Road
 - Boleskine Road/Harriet Road (south)
- Addition of new Complete Streets:
 - Carey Road
 - Burnside Road East

IMPLEMENTATION PRIORITIES

The Uptown-Douglas (UD) area is anticipated to experience a higher degree of growth and change than any other area in Saanich. The Plan establishes a long-term vision and provides clear direction for managing change in the area over the next 20 to 30 years. To support this change, the Plan establishes a comprehensive policy framework to guide public and private investments.

The implementation of the UD Plan would occur primarily through land redevelopment initiated by private developers as well as capital projects and programs initiated by Saanich or other public agencies. Section 12 of the plan identifies priority actions for implementation, highlighting specific actions that are needed to ensure the Plan's vision is implemented

To help catalyse implementation of the Plan, staff see four critical priority implementation initiatives, detailed below and summarized in Figure 6.

Implementation Initiative	Objectives	Required Resources
Establish Community Amenity Contribution (CAC) Rate Target	Establish a fixed-rate target (per unit) for community amenity contributions for the Uptown-Douglas Plan area	<ul style="list-style-type: none"> ▪ TBD – Recommended to be integrated as part of a District-wide initiative to develop a CAC / Inclusionary Zoning policy.

Implementation Initiative	Objectives	Required Resources
		<ul style="list-style-type: none"> Project will require budget for economic analysis and allocation of staff time
Uptown-Douglas Development Permit Area Design Guidelines	Development Uptown-Douglas Development Permit Area Design Guidelines, and bring forward as an amendment to the OCP, Appendix "O"	<ul style="list-style-type: none"> Staff time
Pilot Pre-Zoning, Urban Mixed Use and Mixed Employment Land Use Designations	Establish new zones to incentivize development in specific areas, including through increased market certainty and reduced approval timelines	<ul style="list-style-type: none"> Staff time
Off-Street Parking Standards	Develop new off-street parking standards for the Uptown-Douglas area that reflect current and projected demand and improve development processes and outcomes.	<ul style="list-style-type: none"> TBD – Recommended that Council refer the development of new off-street parking standards for the Uptown-Douglas Plan area (to be completed as part of a District-wide parking assessment) to a future Strategic Planning session to determine scope of work, resources and funding.

Figure 6: Priority Implementation Initiatives

1. Establish an Community Amenity Contribution Approach

Community Amenity Contributions (CACs) are cash or in-kind contributions provided voluntarily by developers when additional density and/or a change in land use is achieved through rezoning. The value of the contribution is negotiated through the rezoning process and is a means to receive a public benefit from new developments, distinct from Development Cost Charges. Typically, contributions include consideration of affordable and supportive housing, daycare facilities, community facilities, park/plaza space, connections for pedestrians and cyclists, protection of natural areas, public art, public realm improvements or cash contributions towards local improvements.

In Saanich, site-specific negotiations are currently used to obtain community contributions through the rezoning process, with negotiations based on Official Community Plan and Local Area Plan policies, defined Council objectives, community input, and local need.

The Uptown-Douglas (UD) Plan land use directions provide a significant opportunity for new development in the area. As the population grows, there would be a commensurate need for park space, community facilities, affordable housing and other elements that are needed to create a complete community. Establishing a structured CAC approach would enable staff to effectively negotiate public benefit commitments, achieve the Plan's many objectives and provide clarity for Council, developers and the community.

Throughout the UD Plan development process, staff explored and consulted with the community and development industry on potential approaches and priorities for contributions. The Plan identifies priorities for contributions and outlines principles to guide discussions. However, the

Plan does not include a formal amenity policy or contribution target. Staff feel additional analysis is required to establish this program and potential target rate. Additionally, stakeholders highlighted the benefit of a municipal-wide approach to ensure equity amongst different areas of Saanich.

At the June 22, 2020 Council meeting, staff were directed to develop a Terms of Reference for an initiative to establish a municipal-wide Community Amenity Contribution and inclusionary zoning program. Based on this direction, staff recommend that work to develop an Uptown-Douglas community contribution program be incorporated into and aligned with the Terms of Reference for a District-wide CAC program.

Given that the UD Plan provides for a higher density of development than other areas of Saanich and contains an updated land use framework that incorporates differential density levels, there still may be a rationale for a different approach here than in other areas of Saanich. Work undertaken as part of the CAC/inclusionary zoning project, including by a consultant retained to prepare an economic analysis, would help establish the best way to address contributions in the Uptown-Douglas area. Therefore staff recommend that the specific community amenity program and amenity targets be established through the municipal-wide process.

2. Adopt Uptown-Douglas Development Permit Area Design Guidelines

The District of Saanich has numerous community plans and policies to guide growth and change. The Official Community Plan (OCP) is the most important of these and includes Local Area Plans and Centre and Corridor Plans as appendices. In addition, the OCP designates Development Permit Areas, and include Development Permit Area Guidelines that regulate specific aspects of developments, such as architectural design, exterior finishes and the protection of the natural environment.

The proposed Uptown-Douglas (UD) Plan includes an urban design framework, with the goal to direct the appearance and built form of neighbourhoods, streets, and public spaces. This framework includes detailed objectives and guidelines to affect the form and character of commercial, industrial, and multi-unit residential developments. The purpose of the framework is to guide the transition of space to place and develop an area that is unique, interesting and in keeping with the Plan's vision.

While the policies in the UD urban design section can be used as a tool to evaluate the form and character of new development, the inclusion of these directions within a defined Development Permit Area provides greater clarity and formalizes directions with the appropriate tool, as enabled by the "Local Government Act".

To develop Uptown-Douglas Design Guidelines, staff would apply the content in Section 9: Urban Design of the Uptown-Douglas Plan to develop formal guidelines. Staff would then bring forward an OCP Amendment Bylaw to update Appendix "N", Development Permit Guidelines, of the OCP.

3. Pilot Pre-zoning in Select Areas

Pre-zoning property is a proactive tool that can provide additional certainty for property owners. Council has the authority to rezone private property for the purpose of encouraging new uses that align with the Official Community Plan (OCP). The purpose of pre-zoning is to incentivize new development in select areas and, eventually, phase-out existing uses that are contrary to

the OCPs goals and objectives. Establishing new zones for areas in the Uptown-Douglas (UD) Plan is intended to increase market certainty and reduce approval timelines.

The pre-zoning of areas within the Urban Mixed-Use land use designation, with a focus on properties along Oak Street, could act as a catalyst for new development. The vision of this area includes transforming Oak Street into a neighbourhood street with a mix of active commercial uses and retail blended with new mid-rise residential. Economics and market trends will continuously influence local development. In areas where development is considered to be of higher risk, and/or involves greater investment, establishing added market certainty through pre-zoning can generate an appetite for new development and off-set some of this risk.

The same principles apply to the proposed pre-zoning in portions of the Mixed Employment land use designation. In this case, a mix of industrial, commercial, and residential land uses are blended to create a unique opportunity for the area. This land use designation is comprised of an innovative blend of uses that seeks to retain the industrial lands, add commercial stock, and offer residential units in an area fronting along the Galloping Goose Regional Trail. With this innovation comes similar economic risks and/or enhanced investment and thus incentivizing the area through pre-zoning is expected to establish a greater interest and potential of redevelopment in the area.

To initiate the pre-zoning in the areas discussed, staff would conduct analysis and consult with property owners to gauge interest in participation in a pre-zoning pilot. From there, staff would prepare new zones for the "Urban Mixed-Use Residential" and "Mixed Employment" land use designations and bring back a report with a recommendation on pilot pre-zoning in these areas.

4. Update Off-Street Parking Standards

A significant portion of the land in the Uptown-Douglas (UD) area is dedicated to surface parking, and the provision of parking for new development has historically been a primary determinant of site design. A fundamental change identified in the UD Plan is the alignment of off-street parking standards to reflect the multitude of travel options and more accurately match the parking demand that is experienced in this denser urban area of Saanich. A change in parking standards is expected to increase the viability of new development and reduce the amount of space that each site is required to allocate towards off-street vehicle storage.

The Zoning Bylaw regulates the off-street parking standards for all development within Saanich. Through an analysis of these standards, data from new development (including variances issued), and current trends in regulations, staff would develop Zoning Bylaw updates reflective of current and projected demands with the intent to lower the required parking standards for new developments in the UD area.

The conditions in the UD areas have resulted in the majority of commercial and multi-unit residential development applications today seeking parking variances. From an industry perspective, the financing behind parking stalls can be detrimental to a project. In today's market, it is estimated that an average parking stall, greater than one level below grade, costs \$50,000. Without a review and update to these standards it is probable that the current parking standards will act as a disincentive for new developments.

Ideally, staff would develop updated parking standards in the Uptown-Douglas Plan area as soon as possible. However, a review and update of the parking standards would be more efficiently undertaken District-wide. Benefits to a comprehensive update include the development of appropriate parking standards for the full suite of land development applications

and zones and avoids duplicating budgets and other resources required to perform the same work in piecemeal. Furthermore, developing updated parking standards creates a level platform for new developments across the District, ensuring transparency, consistency, efficiency, and fairness.

Staff recommend that through the Strategic Planning process, Council consider the development of updated parking standards as a priority and allocate necessary resources and budget for the works to be undertaken.

Should Council confirm the development of updated parking standards as part of the Strategic Plan, staff would develop a Terms of Reference that would be brought forward for Council approval. The Terms of Reference would outline research and analysis required to develop an updated parking strategy and affiliated off-street parking standards and would include a budget and timelines for the project.

ALTERNATIVES

1. That Council endorse the recommendations as outlined in the staff report.
2. That Council provide alternate direction on additional work or changes they would like Staff to undertake.

Should Council wish, they could direct staff to review and revise components of the Uptown-Douglas (UD) Plan. This work could include staff conducting further analysis or public engagement on specific issues and then bringing back a revised UD Plan for Council's consideration. This alternative would have implications for overall project timelines and potentially the project budget, depending on the type of analysis requested.

FINANCIAL IMPLICATIONS

Implementation of the Uptown-Douglas (UD) Plan would primarily be delivered through the development process. Adoption of the UD Plan will provide a framework for redevelopment and intensification of the UD area, increasing the likelihood of development and associated increases in tax revenue and public improvements.

The proposed pilot pre-zoning for the Urban Mixed-Use and Mixed Employment land use designations will consider financial impacts on affected sites that would result from increases in property tax rates, information on which would be brought back to Council.

The suite of proposed implementation actions includes the development of a Community Amenity Contribution program and the update of parking standards, both of which would require financial resources. Those projects would be prioritized through the strategic Plan process and be financially resourced when individual project Terms of Reference are approved by Council.

STRATEGIC PLAN IMPLICATIONS

The adoption of the Uptown-Douglas (UD) Plan would represent the conclusion of a multi-year project that has been a key Strategic Plan initiative. It aligns with goals of the Strategic Plan surrounding affordable housing, land use and infrastructure management and supports broader objectives around enhancing "Centres" and "Villages", supporting economic vibrancy and improving multi-modal travel choices.

Should Council direct additional work on the UD Plan, additional resources and/or funding may be required. This additional work could potentially impact the timing of other Strategic Plan priorities. Additionally, the four priority implementation initiatives all have resource implications that will need to be considered in the context of other Strategic Plan priorities.

PLANNING IMPLICATIONS

Official Community Plan

The degree of fundamental land use changes in the Uptown-Douglas (UD) Plan carries significant opportunity to further advance the vision and goals of the Official Community Plan (OCP). The UD Plan is unique in that its land use objectives encourage larger scale developments and greater density than in other local areas of Saanich.

A parallel amendment to the OCP will be brought to Council as part of the consideration to adopt the UD Plan. As highlighted earlier in the report, the UD Plan is proposing an increase to the maximum building height permitted in the OCP, from 18 storeys to 24 storeys (Policy 5.1.4). This potential increase in maximum building height would be limited to properties in the Core land use designation that:

- Are a maximum of 24 storeys in height;
- Are located on or directly adjacent to the multi-modal Transit Hub site, on the half of the Uptown Shopping Centre site closest to Ravine Way / Carey Road, or on the half of Saanich Plaza site closest to Ravine Way. Other Core sites may be considered in exceptional circumstances;
- Demonstrate how increased building height can contribute to on-site open space and public realm improvements;
- Demonstrate application of good urban design specific to taller buildings, including massing, skyline character and shadowing impacts; and
- Prepare a land lift analysis specific to additional height above 18 storeys to inform negotiated community amenity contributions.

The Bylaw Amendment requesting an increase to height in the OCP, Section 4.2.3 “Centres and Villages” would be brought back to Council for consideration at the time that the UD Plan is presented for consideration of adoption. Additionally, amendments would be considered to the Saanich Core, Tillicum and Quadra Local Area Plans for changes to ensure alignment with the Uptown-Douglas Plan.

In accordance with the Local Government Act, a public hearing is required when a local government creates or amends a bylaw for an OCP. Should Council direct staff to bring back the UD Plan for consideration of adoption, a public hearing would be scheduled after first reading of the bylaw, to be held before third reading. Notice of the proposed UD Plan and OCP Bylaw Amendments must be given in the newspaper prior to the hearing.

An approved UD Plan will bring greater clarity and specificity around broader municipal-wide directions articulated in the OCP. As Appendix “P” to the OCP, the UD Plan will form part of the OCP Bylaw.

Local Area Plans

The Uptown-Douglas (UD) Plan area incorporates portions of three local areas. In order to ensure policy alignment, it is recommended that the existing Local Area Plans (LAP) for Quadra, Saanich Core, and Tillicum be amended to reflect directions within the UD Plan.

As part of the future consideration for adoption of the UD Plan, it is recommended that a series of amendments to the LAPs be brought forward concurrently with the UD Plan. The LAP amendments would be focused on ensuring clear guidance is provided to the community and stakeholders on land use policy change. Amendments would be primarily limited to the inclusion of references to maps and in the descriptive portions of relevant plan sections. The purpose of these edits would be to ensure contextual information and relevant policy directions are updated so that they are in tighter alignment with the UD Plan.

The following changes to the affected LAPs are anticipated to be:

- Addition of maps to the introduction and background sections;
- Addition of text to relevant sections to provide reference to the UD Plan and highlight updated policy direction and design guidelines; and
- Amendments to maps to clearly identify where UD Plan policies apply.

INTERDEPARTMENTAL IMPLICATIONS

Implementation of the high priority actions in the Uptown-Douglas (UD) Plan, as identified in this report, would require significant Planning staff resources to manage implementation projects. Some of these projects would also require involvement of Engineering, Finance, Legal and Parks staff. With the adoption of the UD Plan, there is an expected influx to the already steady flow of rezoning and development permit applications. While operating at less than full staffing capacity, review and processing times may be impacted as a result of greater volumes of development applications.

In addition to planning resource commitments, there is an anticipated increase to typical commitment levels required from engineering and parks staff with respect to building permits, on-street improvements, and planning and implementing landscape and street tree changes within the UD Plan.

PLANNING IMPLICATIONS

The Uptown-Douglas (UD) Plan provides guidance for the area of Saanich that is anticipated to experience the greatest amount of change over the next 20 to 30 years. It represents an incredible opportunity to cement the area as a vibrant regional centre that implements the sustainability objectives of Saanich's Official Community Plan.

Should Council endorse the UD Plan, it would provide a contemporary framework to guide and evaluate changes in the area. Additionally, the endorsement of the four priority implementation initiatives identified earlier in the report would enable staff to proceed with the required work to catalyze achievement of the Plan's vision and address barriers to realizing change.

Endorsement in principle of the Uptown-Douglas (UD) Plan will allow staff to begin drafting the required bylaw amendments. At a subsequent meeting of Council, the following items would be brought forward for consideration:

- Bylaw to include the UD Plan as Appendix "P" to the Official Community Plan (OCP) Bylaw, as Appendix "P";
- Bylaw to amend each of the Saanich Core, Tillicum and Quadra Local Area Plans, to include map references to the UD Plan; and

- Bylaw to amend Section 4.2.3 (8) of the OCP, to increase the maximum building height from 18 to 24 storeys.

CONCLUSION

The Uptown-Douglas (UD) Plan represents the culmination of a multi-year process that involved significant analysis and community engagement. Support for the UD Plan's direction was received in 2017, with Council's endorsement of the Plan Framework Report. The creation of the UD Plan has focused on this direction and was generally well received through recent public engagement efforts.

The purpose of the UD Plan is to provide a vision for the area, detailed policy direction, and priority actions to achieve the vision. This Plan considers the future of the area and illustrates how it will grow over the next 20 years through a variety of public and private sector developments and initiatives. It is intended to build on and directly implement the OCP's vision of environmental integrity, social well-being, and economic vibrancy.

The UD Plan contains content that addresses many core Official Community Plan (OCP) directions on addressing climate change, supporting affordable housing, enhancing multi-modal transportation options, broadening housing opportunities, supporting economic development, and enhancing "Centres" and "Villages".

The primary purpose of this report is to present the UD Plan for endorsement in principle by Council to allow it to proceed through the formal adoption process. In addition, Council support for four high priority implementation initiatives is requested, namely projects to:

- Establish a Community Amenity Contribution approach for the UD Plan area;
- Prepare formal Uptown-Douglas Development Permit Area Design Guidelines;
- Pilot pre-zoning for Urban Mixed-Use Residential and Mixed Employment land use designations; and
- Update off-street parking standards for the UD Plan area.

Overall, adoption of the UD Plan would represent a significant advancement of OCP goals and completion of a key Strategic Plan initiative. Staff recommend that Council endorse, in principle, the UD Plan and direct staff to return to Council at a later meeting with necessary OCP amendments to enable the Plan to be considered for formal adoption.

Prepared by:



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Reviewed by:



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Approved by:



Sharon Hvozdzanski
Director of Planning

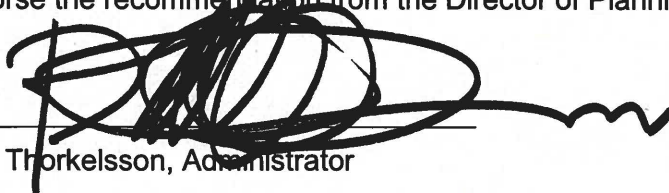
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- Attachments:
- A. Proposed Uptown-Douglas Plan
 - B. Uptown-Douglas Corridor Terms of Reference
 - C. Uptown-Douglas Corridor Engagement Summary (Phase 1-3)
 - D. Uptown-Douglas Corridor Plan Framework
 - E. Uptown-Douglas Engagement Summary (Phase 5)
 - F. Uptown-Douglas Comments Summary (Phase 5)
 - G. Uptown-Douglas Survey Summary (Phase 5)
 - H. Uptown-Douglas Land Use and Building Heights (Map 5.1 and Figure 5.1)

cc Harley Machielse, Director of Engineering
Brent Reems, Director of Building, Bylaw, Licensing and Legal Services
Valla Tinney, Director of Finance
Suzanne Samborski, Director of Parks & Recreation
Michael Burgess, Fire Chief, Fire Department

ADMINISTRATOR'S COMMENTS:

I endorse the recommendation from the Director of Planning.



Paul Thorkelsson, Administrator