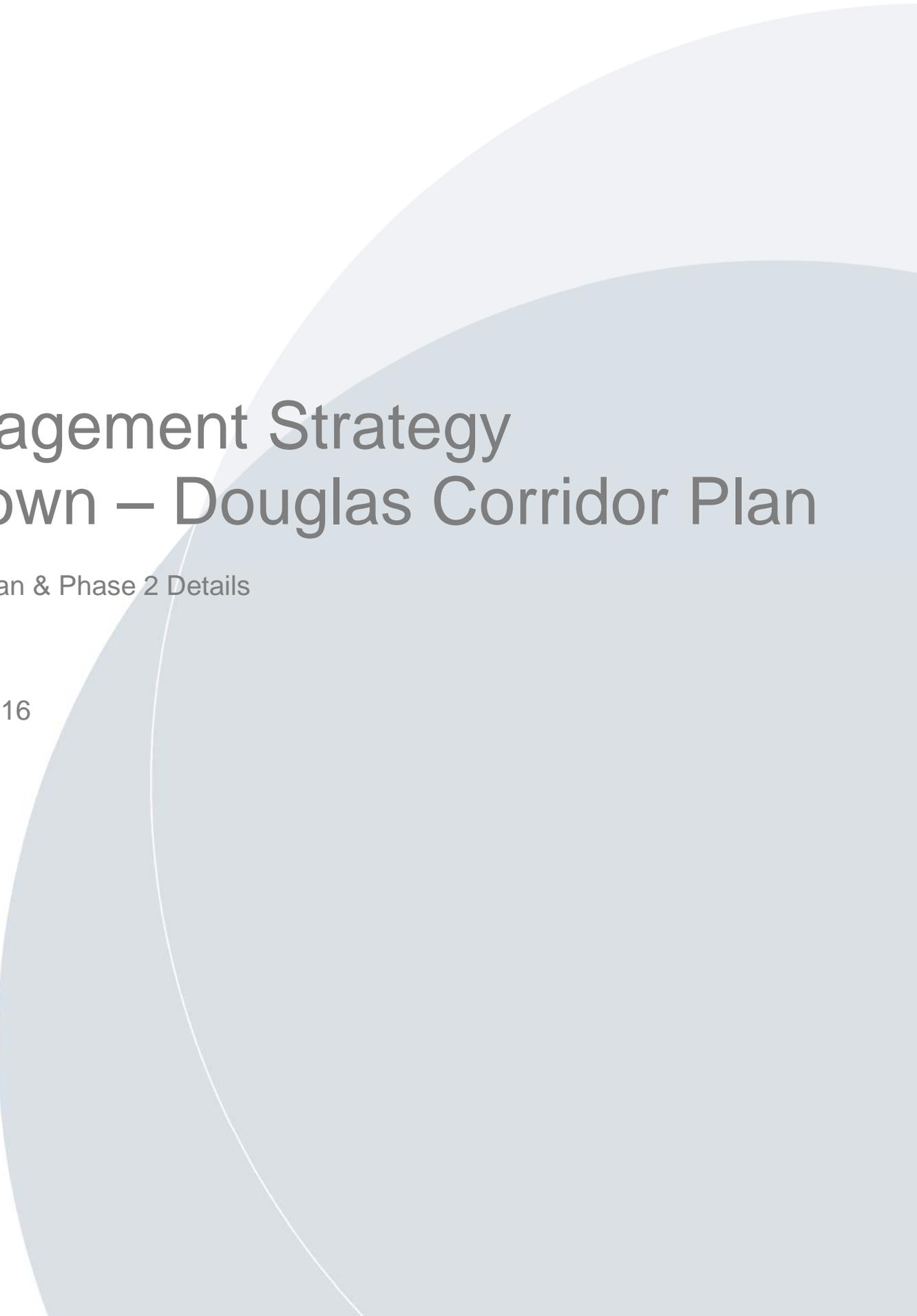




Engagement Strategy Uptown – Douglas Corridor Plan

Overall Plan & Phase 2 Details

May 1, 2016



Context

The District of Saanich is working to develop a community plan, including a vision for the long-term future, of the Uptown – Douglas Corridor area, and is seeking to involve the public and area stakeholders in the planning process. The FRANK Planning Collaborative, which includes Delaney + Associates, has been hired by the District to support this planning effort. An engagement process supports the plan by bringing the public and stakeholder voice to the plan. This document outlines the engagement approach and the role for the public.

Three primary periods of public engagement are planned:

1. **May-June, 2016** - develop a community vision, principles and goals for the future of the area;
2. **Fall 2016** – develop options based on stakeholder input and results of the first engagement period, and consult on those options; and
3. **Spring 2017** - engage/consult on the draft plan.

This strategy will focus on detailed plans for the first period of engagement, but will also provide a preliminary approach anticipated, and possible techniques, for the later engagement periods.

The following engagement strategy was developed based on the International Association for Public Participation (IAP2) planning protocol, as well as direction from Saanich staff, input from the UDC Plan Advisory Committee, findings from pre-consultation interviews conducted by Delaney + Associates, and information from the project Terms of Reference, draft Baseline Conditions report and a general review of opportunities and challenges.

Scope of the Project

The Uptown – Douglas Corridor is a central regional hub and important area of growth in Saanich. It includes three key regional transportation corridors, is the future location for a rapid transit line, and contains many of Saanich’s central amenities and services such as the Uptown Shopping Centre, Galloping Goose Trail, Police Station, Library and Municipal Hall.

In September 2015, Saanich Council approved a Terms of Reference to guide the development of a vision and community plan for the area over the next 20-30 years. Based on an overarching framework of sustainability, Council has directed that the plan will address six key themes in order to guide the future development of the area:

- Land use, urban design and place-making
- Transportation and mobility
- Economic vibrancy, prosperity and sustainability
- Parks, open space and community facilities
- Sustainable design, green buildings and infrastructure
- Natural environment.

The UDC project team is proposing to add a 7th theme area: social well-being and culture. The plan project has been divided into six phases, and the project was launched in January 2016. Council consideration of adoption of the plan is anticipated in late 2017 or early 2018.

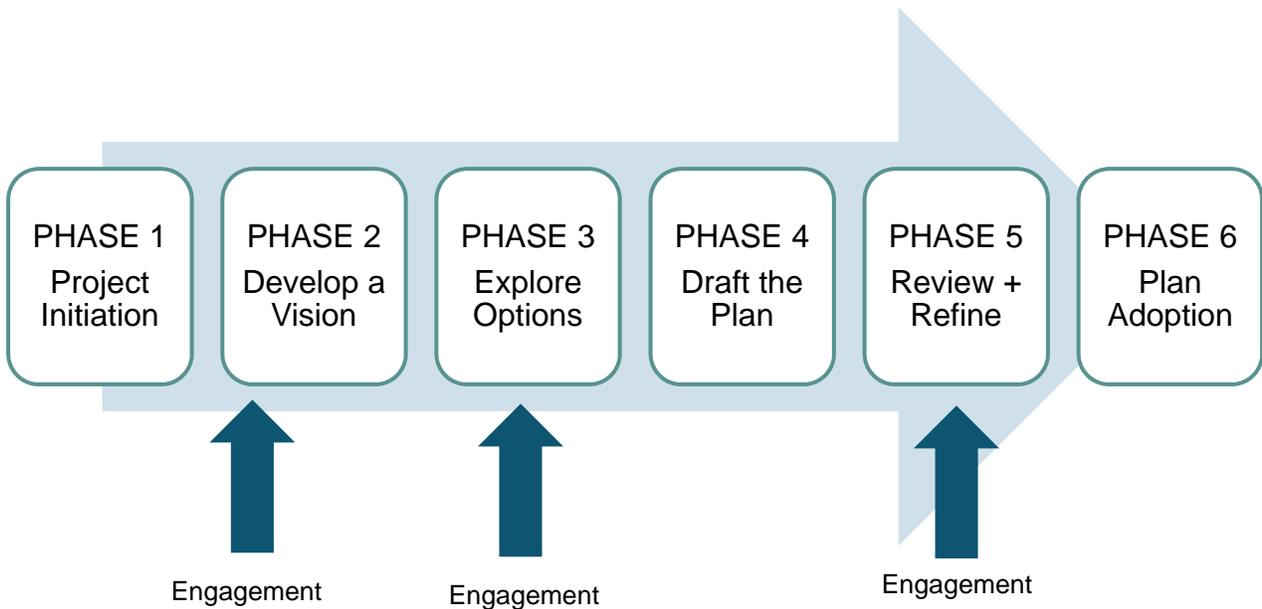
Decision Statement:

By the spring of 2018, a final community plan for the long-term future of the Uptown – Douglas Corridor will be presented to Saanich Council for consideration for adoption.

Scope of the Engagement

The UDC Plan project has been divided into six phases over the approximately 24 month timeline, as outlined in more detail below. This engagement plan is being prepared in Phase 1, with the first round of public and stakeholder engagement taking place in Phase 2 of the project. The purpose of the first engagement is to develop a common vision, principles and goals for the future of the study area. The District is also looking to the public and stakeholders to help identify issues and opportunities for the area.

Input collected during this first round of engagement will be used to inform the development of options for the draft plan. The role of the public and stakeholders is defined by the spectrum level embedded within the engagement objectives on Page 9. Plan options will be developed with stakeholder input and then be taken to the public during the second period of engagement. This engagement will seek to receive input from stakeholders on which option, or elements from the various options, is preferred. A draft plan will then be developed based on these findings. The final round of engagement is when the public and stakeholders will be asked for their input on the draft plan. Based on this feedback and other refinements, the plan will be updated and a final plan presented to Council for consideration for adoption.



The ‘Givens’

Throughout the project and all periods of public engagement, there are several “givens” or non-negotiables that are not part of the scope of the engagement. These will be incorporated in the communications plan to inform and guide stakeholder involvement. The givens of this engagement include the following:

- a) Multiple jurisdictions and pre-existing plans. For example, the Trans-Canada Highway and the Pat Bay Highway are under jurisdiction of the Ministry of Transportation and Infrastructure. BC Transit has recently announced plans for rapid transit and a regional transportation hub in the area. The City of Victoria is developing future plans for Douglas Street beyond the Saanich boundary.
- b) The UDC Plan must align with the District of Saanich OCP, the 2014-2018 Strategic Plan and other standing policies and directives.
- c) The Planning will be guided by the Council endorsed project Terms of Reference, that has identified key themes and objectives for the plan.
- d) Technical analysis of planning issues is underway and will continue through Phases 2 and 3 of the project. Constraints on the plan area will be identified and communicated to stakeholders.

Guiding Principles for Engagement

This engagement strategy is developed in alignment with IAP2 protocols, its core values¹ and based on the IAP2 Spectrum of Public Participation (included below). Guidance for the engagement process is also provided by input from the Advisory Committee, the Terms of Reference for both the project and the Advisory Committee, and the District's Public Participation Policy. As identified in the Public Participation Policy, the following five principles will guide all public engagement activities:

- **Inclusiveness:** The District will endeavor to involve and enable the participation of all interested parties across the full range of our diverse population.
- **Transparency:** The District will endeavor to ensure decision processes, procedures and constraints are understood and followed. The purpose and limitations on public participation will be made clear. Respective roles and responsibilities will be clearly communicated. Feedback will be provided on what stakeholders said and how their opinion was considered by decision makers.
- **Access:** The District will ensure that accurate information is available to participants in a timely manner.
- **Respect:** Public participation requires the mutual respect of all participants. The District will listen with an open mind and show consideration and value for another person's point of view.
- **Honesty:** In conducting public participation the District will demonstrate our core value of honesty; we will tell the truth, follow through on commitments and act in a trustworthy manner.

There are a number of guiding design principles the FRANK team has also applied to the design and planning of this engagement. These are based on Delaney + Associates' experience, as well as case studies.

1. Provide a variety of avenues for the public and stakeholders to engage in the process based on their preferences, level of interest and perception of impacts.
2. Go where people are. Make it easy for people to engage.
3. Make the engagement meaningful and values-based.
4. Build tools that help the District of Saanich listen over time; not just for this engagement.

¹ Core values include: 1) Public participation is based on the belief that those who are affected by a decision have a right to be involved in the decision-making process; 2) Public participation includes the promise that the public's contribution will influence the decision; 3) Public participation promotes sustainable decisions by recognizing and communicating the needs and interests of all participants, including decision makers; 4) Public participation seeks out and facilitates the involvement of those potentially affected by or interested in a decision; 5) Public participation seeks input from participants in designing how they participate; 6) Public participation provides participants with the information they need to participate in a meaningful way; 7) Public participation communicates to participants how their input affected the decision.

5. Focus on a step-wise approach. Build layers of understanding over time, but also work to accommodate latecomers to the process.
6. Create an environment of no surprises for stakeholders, staff and Council.
7. Seek opportunities to collaborate with partners and stakeholders for mutual benefit.
8. Build on past successes.
9. Foster process champions.
10. Promote process.

As per the guiding principles for engagement listed above, the engagement process is designed to ensure that all interested and impacted parties have access to the engagements and an opportunity to provide input. FRANK Planning will prepare a summary report on engagement results. This summary report will guide the development of various elements of the plan as well as assist in developing the following stages of engagement activities. This report will be shared with the Advisory Committee, as well as posted online for the public and other stakeholders.

Public Participation Spectrum

	INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
PUBLIC PARTICIPATION GOAL	To provide the the public with balances and objective information to assist them in understanding the problems, alternatives and/or solutions.	To obtain public feedback on analysis, alternatives and/or decision.	To work directly with the public throughout the process to ensure the public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision-making in the hands of the public.
PROMISE TO THE PUBLIC	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for advice and innovation in formulation solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.

Figure 1: The International Association for Public Participation (IAP2) Spectrum. The Engagement Objectives beginning on Page 9 below identify the intensity of public participation for each step in the engagement process, based on the spectrum.

Decision Maker

Saanich Council is the ultimate decision-maker for the UDC Plan, and the plan will be presented to Council for consideration and adoption in late 2017 or early 2018. Through the provisions of the Terms of Reference endorsed by Council in September 2015, Saanich staff will be responsible for the engagement planning process with assistance from the Advisory Committee. Staff will provide updates to Council throughout the duration of the project to ensure they are well informed and maintain an ongoing awareness of process and key inputs.

Stakeholders

The following stakeholder groups have been identified through findings of pre-consultation interviews, input from the Advisory Committee, the project Terms of Reference and other analysis. This list is iterative and will continue to grow as the project proceeds.

- Commuters
- Commercial drivers (truck, taxi, etc.)
- Local residents (including Mount View, Burnside, Gorge Tillicum and Quadra-Cedar Hill Community Associations)
- Light industrial operators
- Car dealership
- Business owners / operators
- Hotels / Motel Operators
- Employees in study area
- Shoppers / commercial users
- Cyclists
- Pedestrians
- People with challenges
- Diverse cultural demographics
- Development Community
- Commercial landlords and landowners - large
- Commercial landlords and landowners – small
- School Board
- School Groups
- Cool Aid Society
- Intercultural Association / VIRCS
- Park and trail users
- Community NGO organizations (Garth Homer etc.)
- Indigenous people (incl. Native Friendship Centre)
- Swan Lake Christmas Hill Nature Sanctuary, Cecelia Creek restoration interests
- Saanich Police and Fire
- Capital Regional District
- City of Victoria
- Ministry of Transportation & Infrastructure (MOTI_
- Public transit users
- BC Transit
- BC Housing
- Council
- Planning Department
- Municipal advisory committees (such as Planning Transportation and Economic Development Advisory Committee, Parks, Trails and Recreation Advisory Committee, etc.

Engagement Objectives

The Engagement Strategy has been developed based on industry best practices with input from the UDC Advisory Committee and interviews with a variety of stakeholders.

Engagement objectives articulate the role for the public. They define how public and stakeholder participation in the planning process will improve the overall decision / plan.

These objectives, once approved, are the basis for detailed engagement design. The UDC Advisory Committee will continue to provide ongoing feedback through the entire process.

“Engagement objectives” detail the purpose of the engagement investment. As such they articulate three things:

1. with whom the engagement is taking place,
2. the intensity of the engagement (re: the IAP2 spectrum), and
3. the intended results.

Engagement objectives seek to define specifically what *outcomes* and *outputs* are to be achieved. Outcomes articulate a changed state, such as a shift in understanding or participants feeling “heard”. Outputs are products or deliverables, such as a list of survey comments or community priorities. Identifying and planning to achieve specific outcomes builds social capital and provides a social license to operate. It also creates brand recognition for local government as a responsive, community-based organization.

Phase 2 Engagement Objectives

Objective #1:

Prior to the commencement of engagement activities, the public and stakeholders are informed² about the planning process, the current facts and figures of the study area, planning constraints, and how they can participate.

Outcomes: Stakeholders understand the project and the process.
Stakeholders know how they can participate.
Stakeholders are motivated to participate in engagement activities.

Outputs: Fact sheets, web content, FAQ and other appropriate informational and educational communications products.

Objective #2:

During the active engagement period, May 25 to June 24, 2016, to consult with stakeholders on a list of community values generated by the UDC Advisory Committee.

Outcomes: Stakeholders are able to identify community values for the area.
Stakeholders find common ground through shared values.

Output: A list of confirmed / adjusted community values to guide development of the plan.

Objective #3:

During the active engagement period, to consult with stakeholders on a list of issues and opportunities for the study area.

² Engagement objectives also indicate the corresponding level on the IAP2 Spectrum of Engagement. The underlined word in each objective identifies the level on the spectrum.

Outcomes: Stakeholders are able to share the issues and opportunities they see for the area.

Stakeholders feel they have been able to contribute to the plan.

Output: A list of confirmed issues and opportunities to guide the plan development.

Objective #4:

During the active engagement period, to involve stakeholders in developing a vision, principles and goals for the long-term future of the UDC area.

Outcome: Stakeholders feel a sense of ownership of the area and contribution to its future design.

Outputs: A list of ideas and themes to contribute to a vision statement for the UDC area.
A list of long-term goals for the UDC area.
A list of principles.

Phase 3 + 5 Engagement Objectives

Each engagement initiative is different, as it seeks different information and potentially engages a different group of stakeholders. A best-practice in engagement planning is not to pre-suppose the engagement design, i.e. techniques to be used, until a plan has been developed that incorporates the specific outputs and outcomes needed for that specific initiative, or in this case phase. Phase 3 + 5 engagements seek to establish three conceptual designs for the study area, create understanding about the options and then refine the preferred option.

Note: These objectives are preliminary only and will be refined once the outcomes of Phase 2 are understood. After objectives are refined and approved, engagement techniques will be selected. However, a list of possible techniques – organized by level of the IAP2 Spectrum – are provided on Page 15.

Phase 3: Explore Options

Preliminary Objective #1:

Stakeholders are informed about and understand the meaning of findings of the first round of engagement activities.

Preliminary Objective #2:

Stakeholders are involved in designing the engagement process for Phase 3 engagements (Advisory Committee).

Preliminary Objective #3:

Stakeholders use results of Phase 2 engagement, together with baseline documentation, to involve and/or collaborate in the development of up to three conceptual options for the UDC Plan.

Preliminary Objective #4:

Stakeholders are informed about the options that have been developed.

Preliminary Objective #5:

Stakeholders are consulted on the option preferences and concerns.

Phase 5: Review and Refine

Preliminary Objective #1:

Stakeholders and the public are informed of how their input led to the UDC plan version being considered for adoption by Council.

Preliminary Objective #2:

Stakeholders are informed about and understand the implication of the option being recommended to Council for consideration and adoption.

Preliminary Objective #3:

To consult with stakeholders on the DRAFT UDC plan.

Preliminary Objective #4:

Stakeholders and the public are informed of when Council will be reviewing and approving the plan and how to make comments during the review process.

Preliminary Objective #5:

Stakeholders and the public are aware of Council's final decision and informed about how this decision was influenced by the engagement.

Phase 4

The outcomes and information collected from Phases 2 and 3 will form Phase 4. Staff will be working with the consulting team to develop the draft Plan. Although no formal engagement activities are anticipated, staff will be available to meet with the public and answer any questions during this time.

Engagement Timeline

Phase 1	Phase 2	Phase 3	Phase 4	Phase 5	Phase 6
Project Initiation	Develop a Vision	Explore Options	Draft the Plan (No Formal Engagement Anticipated – Lines of Communication Open)	Review and Refine	Plan Adoption (No Formal Engagement Anticipated – Lines of Communication Open)
January – April 2016	May – September 2016	Sept. – Dec. 2016	Dec. 2016 – March 2017	March – June 2017	August – November 2017
Advisory Committee launched with opening workshop. Engagement Strategy developed, reviewed, revised and approved – detailed for Phase 2 engagement and projected plans for Phase 3 and 5 engagement. Communications Plan for Phase 2 engagement developed and approved.	Communications and Engagement are launched on May 25 and run until June 24. Input is collected on vision, principles, priorities, goals, issues and opportunities for the UDC Plan. Engagement input is analyzed and a report is prepared.	UDC DRAFT Plan options are developed based on stakeholder input and results from the Phase 2 engagement. Stakeholders are then consulted on the options.	UDC DRAFT Plan is developed based on the outcomes of Phases 2 and 3. Engagement and communications planning for Phase 5.	Stakeholders are informed about the draft plan and have the opportunity to comment on the draft.	Saanich staff to develop outreach materials and communicate final plan.
<p>Techniques: Advisory Committee Workshops</p> <p>Engagement-Related Deliverables: Approved Engagement Strategy; Approved Communications Plan</p>	<p>Techniques:</p> <ol style="list-style-type: none"> 1. Coffee Klatches with business community 2. Guided Discussions led by Advisory Committee Members 3. Walk Abouts 4. PIBC Planning Tour 5. Living Room at Uptown Mall 6. Lemonade Stands on Galloping Goose Trail 7. Library Booth 8. Online Survey 9. Weekly Online Polls (promoted with roadwork signs) 10. Intercept Surveys <p>Engagement-Related Deliverables: Vision, Principles and Goals; Priority issues; Phase 2 engagement summary</p>	<p>Techniques: <i>List of possible techniques is provided on Page 15. Techniques will be selected during detailed engagement planning prior to this engagement period</i></p> <p>Engagement-Related Deliverables: Detailed Phase 3 engagement and communications plans; Phase 3 engagement summary</p>	<p>Deliverables: Detailed Phase 5 engagement and communications plans</p>	<p>Techniques: <i>List of possible techniques is provided on Page 15. Techniques will be selected during detailed engagement planning prior to this engagement period</i></p> <p>Engagement-Related Deliverables: Phase 5 engagement summary</p>	

Description of Phase 2 Engagement Techniques

Several of the engagement techniques recommended below, such as the Living Room and Lemonade Stands, include questions for other techniques as well as aspects of the technique itself to integrate the overall engagement process. For example, intercept surveys can be conducted at the Lemonade Stand and Living Room, as well as other locations and events. Similar questions will be used in the Coffee Klatches as the Guided Discussions, etc.

1. **Coffee Klatches:** Short, small-group sessions with business stakeholders. Advisory Committee members, Saanich staff and key business contacts (Chamber of Commerce) to help identify, invite and convene participants. Ideally, these facilitated sessions will take place in local businesses to maximize the comfort level and convenience of participants. We recommend that various dates and times be offered to maximize participation. This technique can also be scaled up to include other stakeholder groups.
2. **Guided Discussions Led by Advisory Committee Members:** Similar to the Coffee Klatch, a short interview guide will be developed and provided to AC members to guide them in gathering input from their contacts and communities. Interviews can be conducted one-on-one or in small groups. The discussion guide will be provided as a Word document, with the expectation that it will be completed in digital format and provided back to the engagement/facilitation team.
3. **WalkABOUTs:** A “walk about” is a group-led tour of a definable sector of the study area to view and discuss, while in situ, certain features, in terms of problems or opportunities. Walk About leaders would be members of the Advisory Committee who would ask questions about the features being toured and encourage participants to take the survey (below), either via tablets, while in situ, or online after the fact. During these tours, or at rush hours, intercept surveys can be conducted on pedestrians waiting at intersections or transit users who are waiting at bus stops.
4. **PIBC Planning Tour:** The Planning Institute of BC, Victoria Chapter will be approached to see if they are interested in promoting a dedicated Walk About for their members
5. **Living Room at Uptown Mall:** Comfortable, inviting seating area (couch, chairs and coffee table) to be set up in high-traffic area of Uptown mall and/or weather permitting in the outdoor fountain area. Project information will be available, alongside several opportunities to provide input: surveys and poll questions, short interviews, visioning boards, post-it note collages, etc. This is anticipated to be a weekend activity, or at other peak traffic days and times based on Uptown visitor statistics. Support from Morguard in providing space, furniture, etc would be required.
6. **Lemonade Stand (Galloping Goose Trail and Cyclist Engagement):** This technique is basically an intercept survey and interviews, with a glass of lemonade as our incentive to stop, get information about the project and provide input. Again, various opportunities

to provide input will be available, such as surveys and poll questions, short interviews, comment cards, etc. A booth would be set up during high-traffic times on the trail and weather permitting and / or during Bike to Work Week (30 May – 4 June). Other options include setting up a booth on the Galloping Goode Trail during Bike to Work Week or offering a bike tune up discount coupon (for example) as an incentive to taking the survey. Ryan Harris, of Recyclistas Bike Shop has already agreed in principle to this approach.

7. **Library Booth:** We will approach the local branch of the Greater Victoria Public Library and request permission to install a display board and self-guided online survey for members to take during library visits.
8. **Online Survey:** A short survey, primarily composed of multiple-choice questions, will be developed. The survey will be deployed during intercept
9. **Weekly Online Polls:** A series of poll questions will be developed to build on each other and complement each other. One question will be posed and promoted per week and poll results available in real time. If logistically feasible, polls will be promoted on digital roadwork signs in high-vehicle-traffic areas.
10. **Intercept Surveys:** An intercept survey is an impromptu, one-on-one survey done on location. Interviewers “intercept” people, asking them to participate in a short survey. The goal is to complete a survey in less than five minutes. Interviewers can be placed at community events, in busy foot-traffic areas within the study area, at gas stations to target motorists, etc. We recommend looking for opportunities to place survey administrators at any events in the south island area, such as farmers’ markets and other community gatherings during the active engagement period.

PROVISO: many of these techniques were suggested by UDC Advisory Committee. Most members have expressed interest to participate in and even lead engagement activities. These volunteer efforts will add greatly to the scope of the engagement.

Possible Phase 3 + 5 Engagement Techniques

EDUCATE / INFORM	CONSULT	INVOLVE	COLLABORATE
<ul style="list-style-type: none"> ▪ Advertising ▪ Social Marketing ▪ Briefings ▪ Factsheet ▪ News Releases ▪ Press Conference ▪ Bulletins ▪ 1-800 Numbers ▪ Booths / Exhibits ▪ Info Kits ▪ Mail Drops ▪ Open House ▪ Site Tour ▪ Websites ▪ E-blast 	<ul style="list-style-type: none"> ▪ Bilateral Meetings ▪ Public Meetings ▪ Committees ▪ Polling ▪ Key-Pad Polling ▪ Focus Groups ▪ Workbook ▪ Online Workbook ▪ Tele-Voting ▪ Surveys ▪ Online Survey ▪ Questionnaire ▪ Interview ▪ Seminar ▪ Focused Conversation ▪ Community Board ▪ Feedback Registry ▪ Comment Forms ▪ Delphi Process 	<ul style="list-style-type: none"> ▪ Advisory Bodies ▪ Workshops ▪ Nominal Group ▪ Issue Conference ▪ Polling ▪ Key-Pad Polling ▪ Blogs ▪ Online Forums ▪ Breakout Group ▪ Telephone Town Hall ▪ Issue Forum ▪ Revolving Conversation ▪ Site Visit ▪ Fish Bowl ▪ World Café 	<ul style="list-style-type: none"> ▪ Advisory Bodies ▪ Assembly ▪ Breakout Group ▪ Charrettes ▪ Workshops ▪ Study Circles ▪ Retreats ▪ Roundtables ▪ Future Search ▪ World Café ▪ Open Space ▪ Appreciative Inquiry ▪ Deliberative Forum ▪ Citizen Panel

Risks

Several risks that could impact the success of the engagement process have been identified as follows:

1. **Business Community Challenging to Engage:** The business community will likely require a unique and focused effort to engage adequately. We have identified that many in the local business community are busy and have limited time to get involved. During pre-consultation interviews, we also heard that business and landowner stakeholders will likely not participate in multi-stakeholder events. We are working to mitigate these challenges in the plan, and the support of advisory committee members, especially the business members, and Council to reach out to their networks will likely be necessary.

2. **Motorists Challenging to Engage:** Motorists who solely pass through the study area will also likely be a difficult stakeholder group to reach. We may want to consider engagement activities, such as intercept surveys, at locations outside the study area, and digital roadwork signs to “drive traffic” to the website for info, survey links and polls. Outreach at gas stations is another possible avenue to reach these stakeholders.

Communications

A separate Communications Plan will be developed in support of the approved Engagement Strategy. It will outline communications objectives, key messages, target audiences, timing, and communications channels, methods and tactics.

Implementation Work Plan

Following the approval of the detailed public engagement strategy, the project team will develop a playbook (implementation work plan) to assist staff with the organization of events and resources. The implementation work plan is segmented by events to show step-by-step / day-by-day details (dates, times, locations, activities and outputs) for in-person engagements, as well as key dates for communications products and deliverables. It also provides dates for the target launch for any online engagements.