

AGENDA
MAYOR'S STANDING COMMITTEE ON HOUSING AFFORDABILITY AND SUPPLY
July 4, 2022 at 10:00 a.m.
Saanich Municipal Hall, **Committee Room 2 (IN PERSON)**
770 Vernon Avenue

The District of Saanich lies within the territories of the ləkʷəŋən peoples represented by the Songhees and Esquimalt Nations and the WSÁNEĆ peoples represented by the Tsartlip, Pauquachin, Tsawout, Tseycum and Malahat Nations.

We are committed to celebrating the rich diversity of people in our community. We are guided by the principle that embracing diversity enriches the lives of all people. We all share the responsibility for creating an equitable and inclusive community and for addressing discrimination in all forms.

1. CALL TO ORDER

2. ADOPTION OF MINUTES

- June 20, 2022 (attachment)

3. STRATEGIC OFFICIAL COMMUNITY PLAN UPDATE

- Continuation of presentation from June 20, 2022 (Community Planning staff)
- Attachments:
 - i. Official Community Plan Strategic Update Presentation
 - ii. Public Engagement Strategy dated May 4, 2022
 - iii. Project Terms of Reference dated May 4, 2022

4. FLOOR SPACE RATIO (FSR)

- Connections to density bonus in inclusionary zoning
- Importance of updating the OCP and land use plans for FSR
- FSR as a policy tool to create more 3 bedroom condos/apartments

5. DAYCARE AND ACCESSIBLE COMMERCIAL UNITS

6. ROUNDTABLE

7. ADJOURNMENT

MINUTES
MAYOR'S STANDING COMMITTEE ON HOUSING AFFORDABILITY AND SUPPLY

Saanich Municipal Hall, Council Chambers

Via Microsoft Teams

June 20, 2022 at 10:03 a.m.

Present: Councillor Zac de Vries (Chair); Mayor Fred Haynes; Councillor Karen Harper

Staff: Sharon Hvozdanski, Director of Planning; Cameron Scott, Manager of Community Planning; Pam Hartling, Housing Planning and Policy Manager; Amber Walker, Community Planner; Nancy Chaggar, Senior Committee Clerk

Regrets: Councillor Rebecca Mersereau

The Territorial Acknowledgment and Inclusivity Statement was read

ADOPTION OF MINUTES

MOVED by Mayor Haynes and Seconded by Councillor Harper: "That the minutes of the Mayor's Standing Committee on Housing Affordability and Supply meeting held May 9, 2022 be adopted."

CARRIED

STRATEGIC OFFICIAL COMMUNITY PLAN (OCP) UPDATE

The Project Manager for the Official Community Plan Update/Community Planner, and the Manager of Community Planning presented on the land use framework to incorporate emerging policy priorities as defined in the Terms of Reference of the Strategic Official Community Plan update (presentation on file). The intention of this presentation is to get direction and feedback from this Committee in the preliminary stages of this project on the following areas: residential infill in neighbourhoods; clarifying conceptual boundaries; corridor designation; parks and walkability.

The following discussions ensued in response to the presentation:

- Lot size is a factor that is considered when looking at increasing density and is one of the major determinants for garden suites.
- Larger lots are not always located in accessible areas.
- Missing middle housing is about creating more types of housing, and not solely in proximity to transit systems.
- Areas with big lots should be considered for greater density.
- The intent of this policy is to clarify where different types of uses are appropriate.
- The policy is still under development with the principle that centres, corridors, and villages are the apex of density.
- The missing middle housing study will provide an opportunity to explore some of the issues related to infill in greater detail.
- The scope of this project is relatively narrow; however, staff are open to ideas on implementing policy for commercial space in relation to trends of people working from home and having a low carbon footprint lifestyle.

- The outcomes of this OCP update should provide a policy framework that supports a housing market that can serve a broader range of incomes.
- The disconnect between housing prices and incomes has become more pronounced, and a greater focus for staff.
- Staff may look at criteria for current and future conditions of transit and cycling networks.
- There is a need to have greater height along centres, corridors, and villages in conjunction with missing middle housing.
- Matters such as Airbnb and home-based businesses are outside of this project's scope and may be identified in other policies and strategies such as the area planning level.
- Conceptual boundaries must be drawn for identifying properties within the designation of increasing density.
- Through the area planning process, staff can look at the conditions on the ground and tailor boundaries accordingly.
- The primary rationale for the 500 m radius is based on the idea that it's a five-minute walking distance to access a centre with services.
- The original circumferences of 500 m for centres and 250 m for villages are intended as conceptual placeholders.

Mayor Haynes exited the meeting at 11:00 a.m.

- The radii used for boundaries should be flexible.
- This discussion will continue at the next meeting.
- A copy of the presentation will be provided to the Committee.

ADJOURNMENT

The meeting was adjourned at 11:09 a.m. The next meeting is scheduled for July 4, 2022.

Councillor Zac de Vries, Chair

I hereby certify these Minutes are accurate.

Committee Secretary



Sustainable Saanich
Official Community Plan

Strategic Update

Land Use Framework – Preliminary Directions

Mayor's Standing Committee on Housing Affordability

June 20, 2022/July 4, 2022





Overview

- Background
- Preliminary directions
 - Residential infill in Neighbourhoods
 - Clarifying conceptual boundaries
 - Corridor designation
 - Parks and walkability
- Next steps/discussion



Why a “Strategic” Update

- Majority of plan content still relevant
- Build on recent processes and adopted policy/Council direction
- Effective use of limited resources
- Make priority updates in a short time frame



Project Scope

Current consultation focus

- Update the land use framework to incorporate emerging policy priorities as defined in the Terms of Reference

Ongoing/administrative focused

- Update OCP to incorporate recent Council work and District-wide processes
- Integrate new demographic data/relevant statistics
- Refine sustainability framework
- Strengthen monitoring/implementation

Project Phases & Timeline





Complementary Initiatives

- Centre, Corridor and Village Plans
- Community Amenity Contribution and Inclusionary Housing Program
- Update of Design Guidelines
- Missing Middle Housing Study
- Resilient Saanich

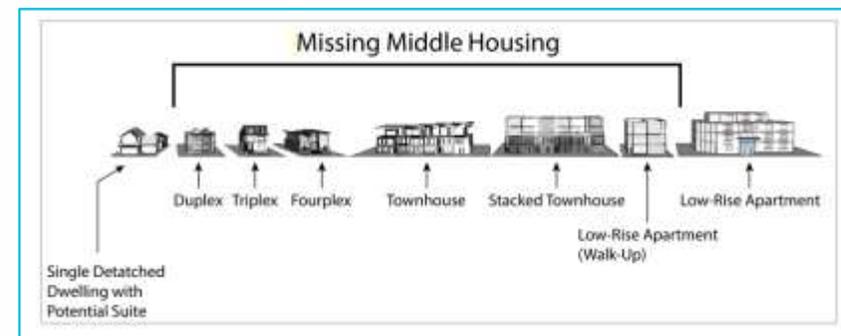
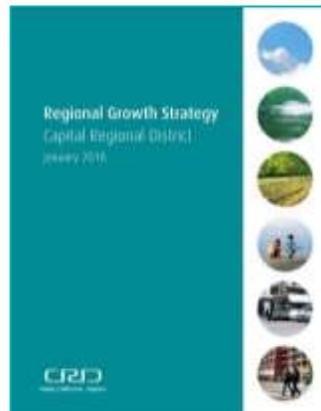


Topic Area #1

Residential Infill in Neighbourhoods

Background

- Housing affordability gap
- Increasing growth pressures
- Protect farmland and natural areas/ecosystems/biodiversity
- Climate change - transition to low carbon lifestyle





Preliminary Objectives

- Expand housing choice and tenure types and provide a broader range of price points.
- Diverse mix of walkable neighbourhoods for people to live, learn, recreate, and age in place.
- Balance need for more housing while being sensitive to existing neighbourhood character



Preliminary Directions

- Support low to modest increases in density
- Two units per parcel (suite or duplex) as a base
- Primarily ground-oriented housing forms
- Limited apartments in specific areas supported by existing amenities and transit infrastructure
- Support compatible innovative housing forms
- Provide alternatives to single family dwellings



Preliminary Directions

- Locational considerations
 - Edges of Centres, Corridors, and Villages
 - Frequent Transit Routes
 - Major and Collector Roads
 - Adjacent to clusters of recreation-oriented parks and community amenities (e.g. schools, trails)
- Supplement these by site considerations

Current Process vs. Future Process

- OCP Strategic Update
 - Set high level policy and criteria for residential infill
 - Provide the link to Missing Middle Housing Study
 - Link with Corridors + Centres
- Missing Middle Housing Study
 - Address barriers and opportunities
 - Detailed criteria based on analysis of different housing forms, tenure types, and contexts
 - Policy, design guidelines and zoning amendments

Discussion

1. In Neighbourhood areas, typically we would be considering smaller-scale housing forms up to 3-storeys for infill. What criteria or factors should be considered when assessing infill applications?
2. Current OCP policy permits up to 4-storey low-rise apartments in Neighbourhoods. Recent Council direction indicates an openness to 6-storeys for rental and/or affordable housing. What locations within Neighbourhoods are appropriate for higher intensity forms of housing?



Topic Area #2

Clarifying Conceptual Boundaries

Background & Objectives

- Conceptual boundaries
 - Uses key intersections or parcels (e.g. Royal Oak Centre)
 - Centres - 500-m radius
 - Villages - 250-m radius
- Unclear which parcels are impacted
- Strategic OCP Update > Link concepts with parcels
- Provide clarity on what properties are within designation

Current Process vs. Future Process

Identifying Growth Area Boundaries



Decision Criteria



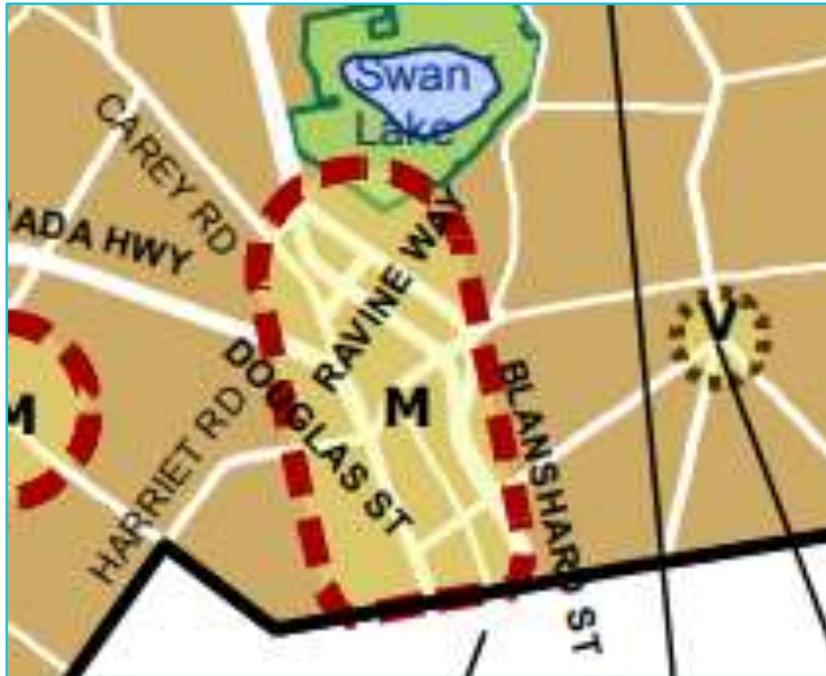
- Recent detailed planning complete
 - Boundaries identified through analysis and consultation



- Detailed planning not complete
 - Align conceptual boundaries to parcels
 - Edge areas - include if > 50% inside
 - Refine based on natural breaks (e.g. major land uses, highways, rural area)
 - Consider road/pedestrian connections > 1km to access core?
 - Double-check logic - i.e. does the revised parcel-based boundary make sense?



Detailed Planning Outcomes

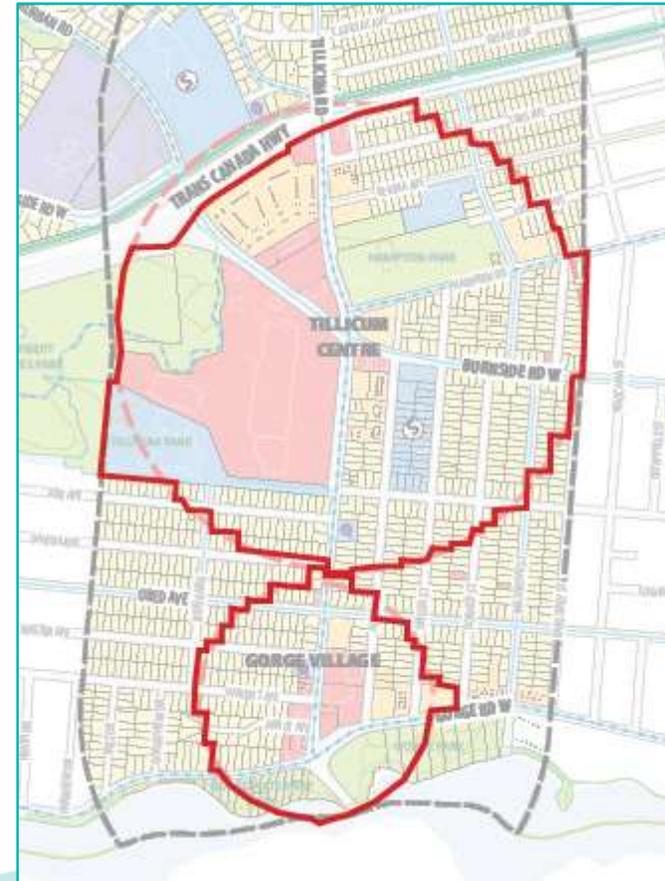
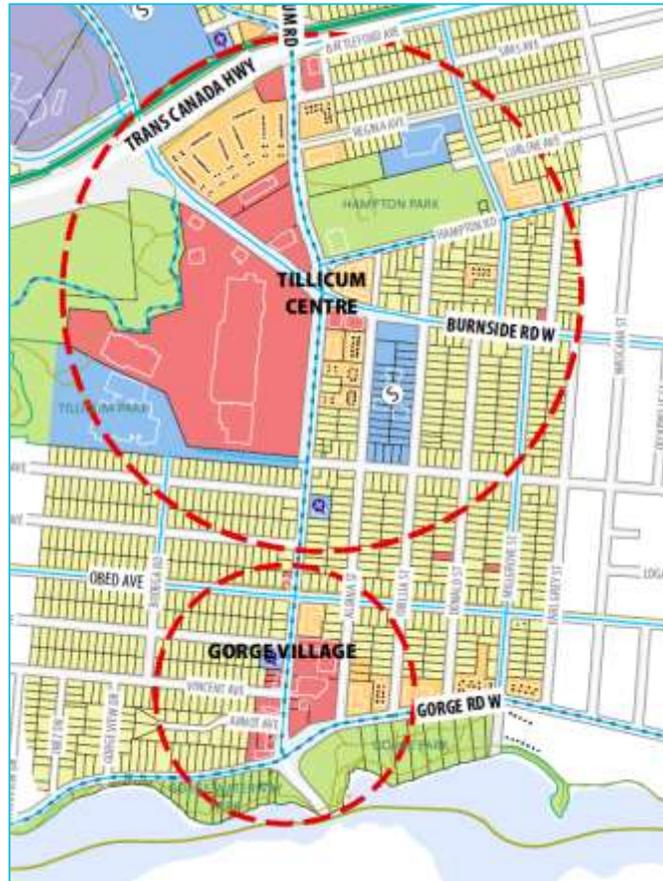


Uptown Douglas Centre

B

OCP – Decision Criteria Steps

Tillicum Centre & Gorge Village



Discussion

- Does this approach make sense?
- Any concerns or questions?



- Detailed planning not complete
 - Align conceptual boundaries to parcels
 - Edge areas - include if > 50% inside
 - Refine based on natural breaks (e.g. major land uses, highways, rural area)
 - Consider road/pedestrian connections > 1km to access core?
 - Double-check logic - i.e. does the revised parcel-based boundary make sense?

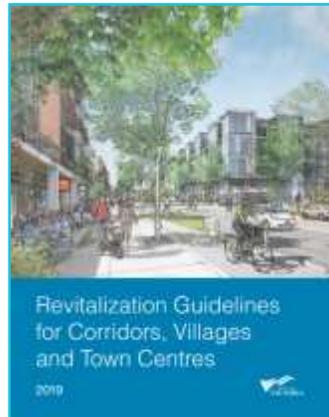
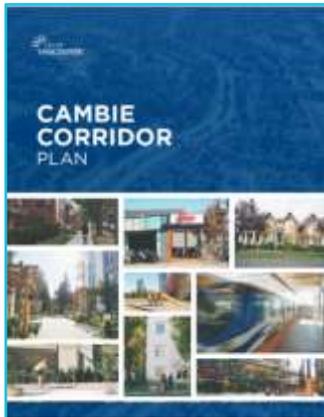


Topic Area #3

Adding the Corridor Designation

Background

- Corridors used in practice, not in formal OCP Policy
- Places of movement + connection
- Increasingly recognized as destinations and communities
- Key planning tool for integrating transit and housing





Preliminary Objectives

- To expand housing options in livable Corridor communities with easy access to Centres and Villages and walkable neighbourhood amenities.
- To integrate higher density housing with frequent transit service supported by high quality walking and other forms of active transportation infrastructure.
- To reinforce Centres and Villages as service, retail, institutional, employment and transportation hubs within the broader community.

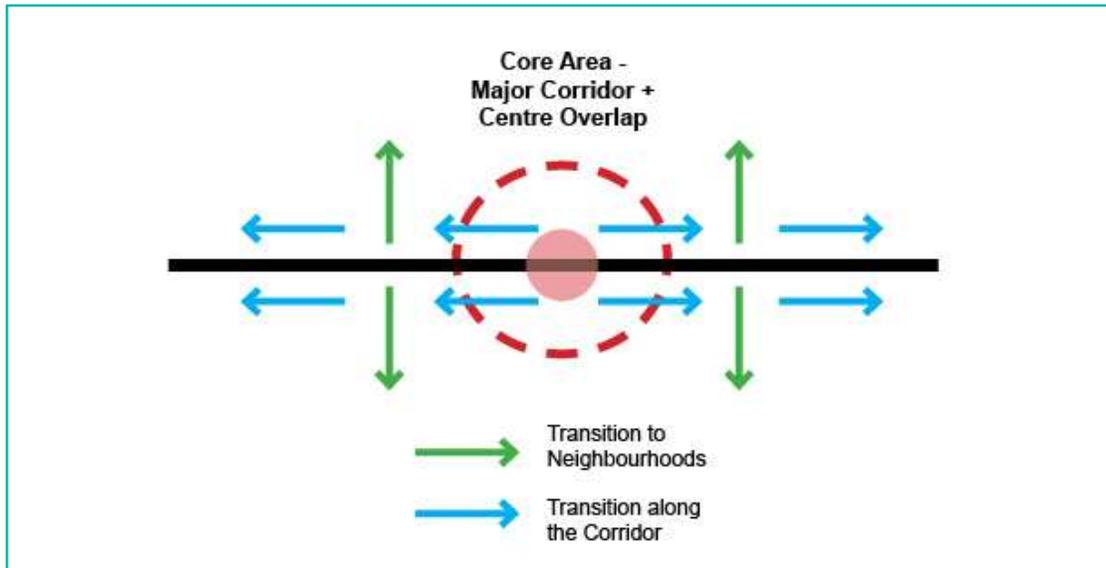


Preliminary Directions

- Two types of corridors – Major + Secondary
- Residential-oriented supported by limited local-serving mixed use outside Centres/Villages
- Local neighbourhood amenities nearby
- Major Corridors identified in OCP using front-facing parcels (Area plans - broader study area)
- Secondary Corridors to be identified through area planning processes

Preliminary Directions

- Highest building heights where Corridors overlap Centres
- Heights transition downwards as you move out from Centres/Villages and from front-facing corridor parcels



Proposed Major Corridors

- Segments of:
 - Tillicum Rd
 - McKenzie Ave
 - Shelbourne St
 - Quadra St
- Uptown Core
 - Douglas St.
 - Blanshard St.



Examples of Building Forms in Corridors



Apartments



Townhouses



Mixed Use



Houseplexes

Current Process vs. Future Process

- OCP Strategic Update
 - Set high level policy direction for Corridors
 - Provide guidance on building heights, form and land uses
 - Map preliminary Major Corridor areas
- Detailed Centre, Corridor and Village Planning
 - Refine Major Corridor boundaries
 - Identify Secondary Corridors + potential nodes/new villages
 - Detailed policy around heights and building forms (parcel level)
 - Sub-area analysis within planning area
 - Cross-sections and design guidelines

Discussion

1. What are your thoughts on the proposed extents for the preliminary Major Corridors currently identified?
2. Should the initial focus be on just front-facing parcels or a broader area, e.g. 200 m?
3. In the future, we will be considering secondary corridors. What criteria should be considered to identify these?

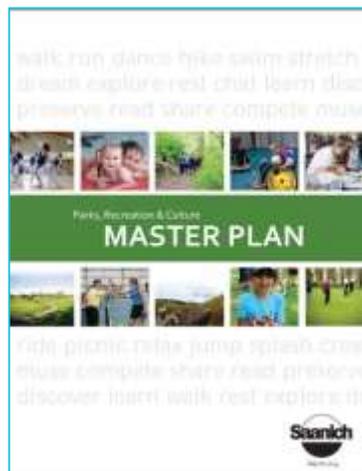


Topic Area #4

Parks + Walkability
OVERVIEW ONLY

Background

- OCP focuses on hectares per capita
- More policy needed on equitable access to parks/walkability
- Pandemic reinforced importance of green space for overall health and well-being needs



Urban Forest Strategy



Key Issues + Opportunities

- Issues
 - How to fulfill park and open space needs in rapidly growing areas?
 - Areas with higher density housing need walkable access to high quality public green space > creating livable communities
- Opportunities
 - Provide direction around the role of urban parks and plazas
 - Innovative acquisition strategies through redevelopment with prioritization on high growth areas / areas with park deficits





Next Steps

- Continue Phase 1 consultation
 - Workshop with UDI representatives
 - Council Advisory Committees
 - Community online survey
 - First Nations
 - Stakeholder meetings/follow-up discussions
- Analyze findings
- Develop revised draft
- Phase 2 consultation (Jan. 2023)



Thank-you!

Discussion + Questions

www.saanich.ca/ocp

Corridor Definitions

Corridors

A place for movement, living and community activity that is supported by transit, active transportation options and a high quality pedestrian environment. Larger scale commercial and community uses on Corridors are concentrated in Centres and Villages, with limited local-serving commercial activity outside of these areas. There are two types of corridors in Saanich: Major Corridors and Secondary Corridors.

Major Corridors

Sections of major roads that integrate high frequency transit service with compact and sustainable land use. Major corridors typically connect two Centres, a Village with a Centre, or a Centre/Village with a regional destination or key transportation route (e.g. post-secondary institution, Provincial highway). These corridors expand housing choice and building heights, employment opportunities and active mobility options.

Secondary Corridors

Sections of major or collectors roads supported by one or more frequent transit routes (or within 800-metres to a frequent regional route) and supportive of multi-unit housing forms. These corridors typically connect a Village or Centre to a Neighbourhood area.

Sustainable Saanich Official Community Plan

Strategic Update

Public Engagement Strategy

May 4, 2022



Saanich

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1. BACKGROUND

On March 21, 2022 Saanich Council approved a Project Terms of Reference to complete a strategic update of the Official Community Plan (OCP). The purpose of this project is to update key elements that reflect recent trends and Council directions. The current vision and overall direction will not change. The project has a one-year timeline which reflects the project's focused scope of work.

Five “work area” priorities guide this project (see [Terms of Reference](#) for more details):

1. Incorporate recent District work, such as the Climate Plan, Housing Strategy and Active Transportation Plan, into the broader directions of the OCP.
2. Integrate updated demographic data and statistics.
3. Update the land use framework to address emerging policy priorities (i.e. corridors, missing middle/infill housing, walkable neighbourhoods).
4. Refine its sustainability approach and link it with One Planet Living (<https://oneplanetbc.com/>)
5. Strengthen monitoring and implementation.

This document outlines the approach the project will take toward public engagement, including public engagement objectives, desired outcomes and techniques. The follow engagement strategy adheres to International Association for Public Participation (IAP2) principles.

2. SCOPE OF PUBLIC ENGAGEMENT

The Strategic OCP Update applies a streamlined approach to consultation and engagement. There are two primary reasons for this approach:

- The scope of the Strategic OCP Update is limited and focused in the five priority areas. A significant portion of the work is administrative in nature. Where new policy direction is considered, additional public and stakeholder engagement is incorporated (work area 3).
- A major component of the project is updating the OCP to incorporate recently adopted and/or in-progress District-wide initiatives (work area 1). Each of these initiatives included its own public engagement program with the outcomes captured in the final deliverable. Rather than revisit past community discussions, this project builds on previous work.

Engagement activities will be structured to reflect the limited scope of the Strategic OCP Update. Where feedback is received outside the scope of this project it will be documented for potential consideration in future work.

Public engagement is planned within all phases of the project (Figure 1).

Phase 1 | Analysis & Policy Development - Launch project website, meet with key stakeholders, complete initial public/stakeholder engagement on new policy areas.

Phase 2 | Validation & Refinement – Complete broader public and stakeholder engagement on the draft plan.

Phase 3 | Plan Adoption – Inform the community when Council will consider the Draft OCP and hold the Public Hearing.



Figure 1: Project Timeline and Phasing

3. GUIDING PRINCIPLES FOR ENGAGEMENT

The Engagement Strategy is developed in alignment with IAP2 protocols, its core values, and the IAP2 Spectrum of Public Participation (see Figure 2). Guidance for the engagement process is also provided in the project the Terms of Reference and by 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.

		INTENSITY OF ENGAGEMENT				
		INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
PUBLIC PARTICIPATION GOAL	To provide the public with balanced and objective information to assist them in understanding the problems, alternatives and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure 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 of solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.

Figure 2: The International Association for Public Participation (IAP2) Spectrum

4. DECISION MAKER

Saanich Council is the ultimate decision-maker for the Strategic OCP Update. The plan is expected to be presented to Council for consideration in April 2023. Saanich staff are responsible for conducting community engagement, incorporating feedback into the draft plan advanced to Council for consideration, and reporting back to community members on how their feedback was addressed.

5. STAKEHOLDERS

The following are stakeholders and stakeholder groups identified in the project Terms of Reference. This list may be expanded as the project progresses.

- Community members
- Saanich Community Association Network and Community Associations
- Urban Development Institute (UDI)

- BC Transit
- BC Ministry of Transportation and Infrastructure
- District of Saanich Advisory Committees
 - Planning, Transportation and Economic Development Advisory Committee
 - Parks, Trails, and Recreation Advisory Committee
 - Active Transportation Advisory Committee
 - Mayors Standing Committee on Housing Affordability and Supply
 - Healthy Saanich Advisory Committee
- First Nations
- Capital Regional District and CRD member Municipalities
- Agricultural Land Commission
- School Districts 61 and 63
- Others, as identified in the process.

6. ENGAGEMENT OBJECTIVES BY PHASE

For each phase of the project, engagement objectives describe the purpose/intensity (i.e. inform, consult, involve, collaborate) of engagement initiatives, and the audience to whom they are directed.

In addition, engagement objectives identify:

- Desired outcomes, which articulate a changed state (i.e. understanding);
- Techniques to be used; and
- Outputs or products/deliverables.

Engagement techniques may be adapted/supplemented in each phase based on public feedback and opportunities that arise.

PHASE 1.a – ANALYSIS & POLICY DEVELOPMENT (AREAS 1, 2, 4, & 5)

Priority work areas:

1. Incorporate recent District work, such as the Climate Plan, Housing Strategy and Active Transportation Plan, into the broader directions of the OCP.
2. Integrate updated demographic data and statistics.
4. Refine its sustainability approach and link it with [One Planet Living](#)
5. Strengthen monitoring and implementation

OBJECTIVES	OUTCOMES	TECHNIQUES	OUTPUTS
To <i>inform</i> key stakeholders of the OCP Strategic planning process	Stakeholders are aware of the project, understand the planning process, sign-up for project updates, and share with their membership as appropriate	Project website Start-up notification Background information	Notification list Notification letters Project web page
To <i>inform</i> the public of the OCP Strategic planning process	The public is aware the project is happening and sign-up for project updates	Project website Social media* Print media* Background information <i>*Planned to align with opportunities to provide input</i>	Notification list Project web page

PHASE 1.b – ANALYSIS & POLICY DEVELOPMENT (AREA 3 - UpdatedPOLICY)

3. Update the land use framework to include policy direction for “Corridors”, expand on missing middle housing/infill policy, update guidance on park components of a complete community, and emphasize walkable neighbourhoods.

OBJECTIVES	OUTCOMES	TECHNIQUES	OUTPUTS
To <i>inform</i> the public / stakeholders about opportunities to provide feedback	Public/stakeholders are aware of scope of the upcoming consultation and consider participating.	Website updates Email notification list Social media Print media Background information	Additional people sign-up for notification list People participate in engagement opportunities
To <i>consult</i> key stakeholders and the public on preliminary directions for new policy areas	Public/stakeholders contribute and discuss their ideas on new policy areas.	Stakeholder meetings Online engagement Advisory Committees Targeted Workshops	Feedback on preliminary directions for new policy areas
To <i>inform</i> the public / stakeholders of input received on the preliminary directions	Public/stakeholders are aware of the results of Phase 1 engagement activities.	Website updates, Email notification list Phase 1 Engagement “Key Findings” summary	Public/stakeholders remain engaged in the project

PHASE 2 – VALIDATION & REFINEMENT (ALL AREAS – DRAFT PLAN REVIEW)			
OBJECTIVES	OUTCOMES	TECHNIQUES	OUTPUTS
To <i>inform</i> the public/stakeholders about progress and draft plan review	Public/stakeholders are updated on progress and aware of opportunities to provide feedback on the draft plan	Website updates Email notification list Social media Print media	Additional people sign-up for notification list and remain engaged in the project People participate in engagement opportunities
To <i>consult</i> the public/stakeholders on the draft plan	Public/stakeholders share their opinions, preferences and concerns on the draft plan	Open houses Stakeholder meetings Online engagement Advisory Committees Targeted Workshops	Feedback on draft plan
To <i>inform</i> the public/stakeholders of input received on the draft plan	Public/stakeholders are aware of results of the Phase 2 engagement activities	Website updates, Email notification list Phase 2 Engagement Summary	Public/stakeholders remain engaged in the project

PHASE 3 – PLAN ADOPTION (ALL AREAS)			
OBJECTIVES	OUTCOMES	TECHNIQUES	OUTPUTS
To <i>inform</i> the public/stakeholders on changes to the draft OCP and when it will be on the Council agenda	Public/stakeholders are aware of how their comments were addressed in the proposed OCP, when it will be considered by Council for adoption, and how to provide input to Council	Website updates Email notification list Social media Print media Public Hearing	Input from the public on proposed OCP at Council meeting and the Public Hearing

7. KEY ENGAGEMENT TECHNIQUES

The following are the key public engagement techniques for each phase of the Strategic OCP Update planning process. The techniques may be adapted as the project proceeds to optimize engagement outcomes and respond to community feedback. Initial target timelines are included for the different activities however these are subject to change as the project evolves.

Phase 1 – Analysis & Policy Development (April – October 2022)

1. Project website (April 2022)

The project webpage was set up on the Saanich website. A short URL was developed as part of the brand (www.saanich.ca/ocp).

2. Project Notification Letters (April/May 2022)

Formal project notification letters sent to stakeholders identified in s.475 of the Local Government Act as part of the consultation requirements for an OCP amendment.

3. Notification list (April 2022)

An on-line notification link using Campaigner was set up on the project web page allowing for self-registration. This will be promoted widely when public engagement opportunities are scheduled.

4. Social Media/Print Media (June 2022)

Project information and engagement opportunities will be shared via Saanich's social media channels and advertised in Saanich News.

5. Workshops on Preliminary Directions for New Policy Areas (work area 3) (June 2022)

Two targeted workshops with key stakeholders groups (Community Associations, development and real estate community) will be held to discuss preliminary directions for new policy areas related to the OCP land use framework.

6. Survey – Preliminary Directions for New Policy Areas (work area 3) (June/July 2022)

On-line and paper survey to get feedback on preliminary directions for new policy areas related to the OCP land use framework.

7. Stakeholder Meetings (June-October 2022)

Stakeholder meetings as needed to work through issues and solicit feedback on specific topics. This includes meetings with Council Advisory Committees.

Phase 2 – Validation & Refinement (November 2022 – February 2023)

8. Stakeholder Meetings (November – February 2022)

Stakeholder meetings as needed to work through issues and solicit feedback on the draft plan. This includes meetings with Council Advisory Committees

9. Promotion through Established Channels (January 2023)

Use the project webpage, social media, print media and project notification list to promote Phase 2 engagement activities, provide project updates, and share background information, relevant resources, and the draft plan.

10. Workshops on Draft Plan (January 2023)

Two targeted workshops with key stakeholders groups (Community Associations, development and real estate community) to solicit input on the draft plan. Sessions will be structured to reflect the limited scope of the Strategic OCP Update while also providing a mechanism to capture feedback that is outside scope.

11. Draft Plan Open Houses (January 2023)

The draft plan will be presented at Open Houses where community members will be able to review and provide feedback on plan directions. Sessions will be structured to reflect the limited scope of the Strategic OCP Update while also providing a mechanism to capture feedback that is outside scope. It is anticipated both in-person and virtual options will be offered.

Phase 3 – Plan Adoption (Target March 2023 to begin Council process)

12. Promotion through Established Channels (March 2023)

Use the project webpage, social media, print media and project notification list to inform the public and stakeholders about the changes to the draft OCP and when it will be on the Council agenda. This will include information on how to provide further input directly to Council through the formal Council consideration and Public Hearing process.

Sustainable Saanich Official Community Plan

Strategic Update

Project Terms of Reference

May 4, 2022



Saanich

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1. PURPOSE

The purpose of the Strategic OCP Update is to complete several important policy updates to the Official Community Plan (General Plan) Bylaw within a focused scope. These changes will provide alignment with recent District-wide work, update demographic data and mapping, incorporate policy direction for corridors and enhance complete community policies. The changes will also review the approach to on-going monitoring and implementation and refine the OCP's sustainable development framework. Together these updates will provide consistent and clear policy direction to guide growth and change within Saanich.

2. BACKGROUND AND CONTEXT

The Saanich Official Community Plan (OCP) is the principal legislative tool for guiding future growth and change in Saanich. The OCP establishes a collective vision for the sustainable development of Saanich based on the fundamental values and goals of the community. The OCP was adopted in 2008. Since its adoption, changes have included a revised Regional Context Statement, adoption of the Shelbourne Valley Action Plan and Uptown-Douglas Plan as appendices, inclusion of the Garden Suite Development Permit Area and several other minor amendments, largely to bring the plan into alignment with Council decisions. The OCP provides an overarching framework for other city plans, policies, and initiatives, including the 2019-2023 Strategic Plan which shares the same vision statement as the OCP. It is a legally binding document and decisions made within its scope are required to conform to its policy direction. The OCP is required to be consistent with the Capital Regional District Regional Growth Strategy (RGS). The RGS Context Statement, included as Section 7.3 within the OCP, outlines how the plan conforms to the RGS.

Since the current OCP was adopted, several strategic initiatives and local plans were completed, are nearing completion, or were endorsed by Council. These include, but are not limited to the:

- Housing Needs Report;
- Housing Strategy;
- Climate Plan: 100% Renewable and Resilient Saanich;
- Active Transportation Plan;
- Agriculture and Food Security Plan;
- Secondary Suite Regulations;
- Garden Suite Program;
- Electrical Mobility Strategy;
- Development Approvals Process Review;
- Shelbourne Valley Action Plan;
- Saanich/W̱SÁNÉC Leadership Council Memorandum of Understanding;
- Uptown Douglas Plan;
- Cordova Bay Local Area Plan (going to Public Hearing); and
- Draft Cadboro Bay Local Area Plan.

In addition, several important initiatives are underway including the Resilient Saanich / Biodiversity Conservation Strategy, the Diversity, Equity and Inclusion Strategic Plan, the Community Amenity Contribution and Inclusionary Housing Program and an update to the Active Transportation Plan. Planning for Centres, Corridors, and Villages (CCV) will be initiated concurrently with the Strategic OCP Update, pending Council approval of the CCV work plan. A new Strategic Plan is also scheduled for 2023. Further work with local First Nations government is underway as part of reconciliation efforts.

More recent demographic data and growth/employment projections are also available now. The Federal 2021 Census data will be available in phased releases throughout 2022.

The Strategic OCP update will incorporate outcomes from completed initiatives and strengthen linkages to in progress and planned initiatives/planning processes. Also, to ensure the OCP remains current, a new process will be developed for updating the OCP as future initiatives and plans are completed and new demographic data is released.

3. PROJECT OBJECTIVES

The Strategic OCP Update project will provide an updated OCP Bylaw dated 2023 (pending Council approval). There are five core objectives for the Strategic OCP Update:

- 1) Update the OCP to incorporate recently adopted Council policy, plans and important discussions and partnerships with First Nations;
- 2) Integrate new demographic data and other relevant statistics;
- 3) Update the land use framework to include policy direction for “Corridors”, expand on missing middle housing / infill policy and emphasize walkable neighbourhoods;
- 4) Refine the OCP’s sustainable development framework; and,
- 5) Strengthen the monitoring and implementation components.

4. SCOPE OF WORK

The Strategic OCP Update will apply a focused approach within a one-year time frame to address five work areas (detailed below). The rationale for this strategic approach is to focus limited resources in the areas where the biggest impact towards achieving desired outcomes will be realized. Updating the vision statement and values guiding the OCP is not within the scope of this work.

Work Area 1- Update the OCP to incorporate recently adopted Council policy and plans

- Update policy and applicable maps to incorporate adopted District-wide plans and on-going strategic initiatives. These include but are not limited to:
 - Climate Plan;
 - Housing Strategy;
 - Active Transportation Plan
 - Electrical Mobility Strategy;
 - Development Approvals Process Review;

- Uptown-Douglas Plan;
- Shelbourne Valley Action Plan;
- Resilient Saanich/Biodiversity Conservation Strategy;
- Saanich/WSÁNÉC Leadership Council Memorandum of Understanding; and
- Cordova Bay and Cadboro Bay Local Area Plan updates.
- Monitor ongoing strategic initiatives such as Resilient Saanich and the Diversity, Equity Inclusion Strategic Plan and update the OCP as appropriate.
- Other formatting updates as needed to improve clarity (e.g. photos, illustrations, document structure, numbering)

Work Area 2- Integrate new demographic data and other relevant statistics

- Update demographic data based on the 2021 Federal Census
- Incorporate other relevant data sources as appropriate
- Update context sections where information is outdated

Work Area 3 – Update land use framework to include policy direction for “Corridors”, expand on missing middle housing / infill policy and emphasize walkable neighbourhoods

- Add “Corridor” designations and policy to the OCP land use framework. This work will provide clarity around the extent of future land use changes and effective transitions to established neighbourhoods. Components include:
 - Identifying/mapping the extent of the four major corridors (McKenzie Avenue, Quadra Street, Shelbourne Street and Tillicum Road);
 - Identifying characteristics of Major and secondary corridors, including their relationship to transit routes, transit supportive density, community walkability, amenities and other key attributes or issues that need to be taken into consideration; and,
 - Providing policy guidance for general land uses and densities within the corridors and where applicable, adjacent transition areas.
- Enhance Map 4 to clearly identify where Centre, Corridor (major only) and Village designations apply at the parcel level. This includes integrating new boundaries determined through recent Local Area Plan or CCV planning processes. Mapping secondary corridors and new potential nodes (centre or village level) is outside the scope of this project and will be undertaken through the CCV planning.
- Update the Neighbourhoods section (section 4.2.4) to:
 - Include reference to “missing middle” infill housing, including diagrams and best practice; and
 - Identify high level criteria to assist in evaluating potential development in Neighbourhood areas.

- Incorporate additional guidance for park planning and acquisition that focuses on a hierarchy of walkable parks and open spaces accessible through active transportation modes. Use directions identified in recent plans and policies (i.e. Shelbourne Valley Action Plan) to inform this work.

Work Area 4 – Refine the OCP’s Sustainable Development Framework

- Incorporate learnings from the assessment on One Planet Living and Doughnut Economics into the Strategic OCP Update. This work will focus on specific priority opportunity areas while still retaining the integrity of the overall OCP framework. The scope of work would include:
 - Linking the current three-pillar approach to sustainable development with the ten principles of One Planet Living. The One Planet Living approach provides added value to the current model through its strong connection to ecological and carbon footprint analysis (with the focus on living within the limits of the planet) and its power as an easy-to-understand action-oriented framework.
 - Expand the evaluation and monitoring component of the OCP (discussed further in Work Area 5). This focus on identifying meaningful indicators and tracking progress is a key element of both the One Planet Living and Doughnut Economic model.
 - Review the OCP Social Well-being section and other relevant OCP policies with a focus on modernizing existing language and where appropriate incorporating best practices or identifying future areas of work. These components touch on many of the areas associated with the social floor in the Doughnut Economics models and principles around “Health and Happiness”, “Equity and Local Economy” and “Culture and Community” in the One Planet Living model.
 - Linking with work areas 1 and 3, reinforce the existing direction in the OCP to develop complete communities based around walkable neighbourhoods supported by transit and active / zero carbon forms of transportation.

Work Area 5 – Strengthen the monitoring and evaluation components

- Update Section 7: Taking Action & Tracking Progress to provide a stronger monitoring and evaluation framework, including:
 - Identify baseline data and a series of key indicators (and where appropriate targets) to track the land use components of the OCP. These indicators will complement indicators work associated with the Regional Growth Strategy, Climate Plan, Housing Strategy and other relevant adopted or in-progress plans/initiatives. As part of this assess how the proposed land use indicators relate to the Strategic Plan Annual Report indicators and make recommendations for moving forward.
 - Develop an annual reporting framework for the OCP and explore integration with reporting for the Climate Plan and Housing Strategy.
 - Develop metrics, identify data gaps, accelerate appropriate data collection and use this work to provide an updated ecocity footprint analysis every five years in

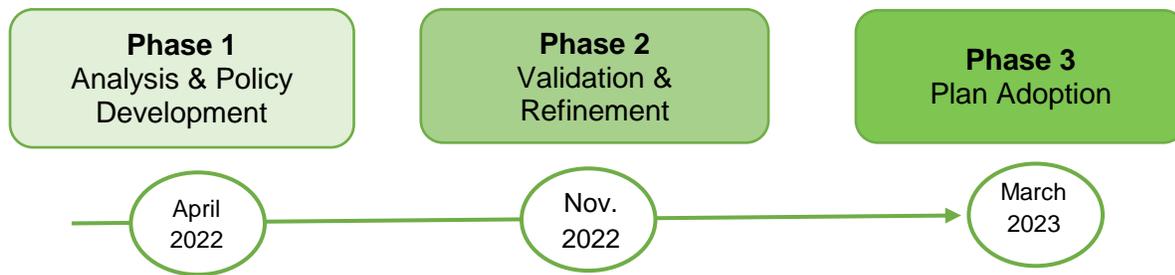
order to reinforce the “one planet/ecological ceiling” aspects of the sustainability models assessed. This work will be initiated as part of the Strategic OCP Update project, but the ecocity footprint analysis would be completed outside the timeframe of this project.

- Clarify the process for ongoing updates of the OCP as plans are updated and new strategic initiatives are completed.

5. PROJECT PROCESS AND TIMELINE

The Strategic OCP Update is intended to be completed within approximately 12-months (see Figure 1) over three phases, including Council consideration of the proposed 2023 OCP Bylaw.

Figure 1: Strategic OCP Update - Project Timeline



The project would be formally initiated after Council accepts the Terms of Reference and the project manager is assigned. A detailed description of each project phase, including activities, key deliverables, and timelines, is provided in the Table 1.

Table 1: Strategic OCP Update – Process & Work Area Details

Phase 1: Analysis & Policy Development: By Work Area (April – October)	
Work Area 1 – Update OCP to incorporate recently adopted Council policy and plans	
Activities	Key Deliverables
<ul style="list-style-type: none"> • Send notification to stakeholders about OCP update/scope • Analyze recent District-wide work against current OCP to identify changes • Work with internal/ external partners as appropriate • Incorporated changes into OCP policies and maps 	<ul style="list-style-type: none"> • Project notification to appropriate stakeholders • Detailed preliminary list of policy and map updates required • Updated policies and maps • Identified areas to revisit later in project as other ongoing initiatives progress
Work Area 2 – Integrate new demographic data and other relevant statistics	
<ul style="list-style-type: none"> • Update standard demographic data • Review contextual information in OCP to ensure accuracy and relevance 	<ul style="list-style-type: none"> • Updated demographic data and other relevant statistics / content

Work Area 3 - Update the land use framework to include policy direction for “Corridors”, expand on missing middle housing / infill policy and emphasize walkable neighbourhoods	
<ul style="list-style-type: none"> • Develop preliminary land use framework policies and maps • Develop public engagement material (online survey and stakeholder meetings) 	<ul style="list-style-type: none"> • Engagement materials • New draft policy and maps developed / refined based on initial input
Work Area 4 - Refine the OCP’s sustainable development framework	
<ul style="list-style-type: none"> • Complete work to link the OCP with the One Planet Living approach. Work with internal stakeholders as required. 	<ul style="list-style-type: none"> • Draft refined sustainability framework
Work Area 5 – Strengthen the monitoring and implementation components	
<ul style="list-style-type: none"> • Identify draft land use indicators/baseline data • Explore options for annual reporting and regular updating of the OCP • Retain consultant and commence update of the ecological footprint (including associated data needs) to be used as a 5-year indicator 	<ul style="list-style-type: none"> • Draft series of land use indicators/baseline data • Summary of ecological footprint analysis findings and next steps (if complete within the OCP update timeframe) • Draft processes for annual reporting and updating the OCP going forward. • Draft recommendations for integrating indicators with Annual Report
Phase 2 – Validation & Refinement: All Work Areas (November 2022 – February 2023)	
Activities	Deliverables
<ul style="list-style-type: none"> • Internal review • Document layout • Develop public engagement materials • Hold public open houses (focused on key changes) • Stakeholder meetings • Legal Review • Incorporate feedback into draft OCP and supporting materials • Incorporate any additional changes from ongoing District initiatives 	<ul style="list-style-type: none"> • Community feedback summary on draft OCP • Revised OCP to advance to Council process • Draft land use indicators framework with baseline data and proposed annual reporting approach • Proposed process for updating the OCP
Phase 3 – Council Adoption: All Work Areas (March 2023 – April 2023)	
Activities	Deliverables
<ul style="list-style-type: none"> • Draft Council report • Document finalization • Public notification • Council meeting (1st reading of bylaw amendments) • External agency and government referrals • Public hearing • Formal adoption 	<ul style="list-style-type: none"> • Approved OCP Bylaw • Finalized indicators and annual reporting process • Finalized process for updating the OCP

6. CONSULTATION & ENGAGEMENT

The narrow focus of the Strategic OCP Update is reflected in the planned consultation and engagement activities. Outreach will focus on informing members of the community and stakeholders about the broader project scope/process and on soliciting input on new policy changes within the project scope. The process will also provide the opportunity to review the completed revised draft plan prior to Public Hearing. This stage of review will include clear language around its purpose and what is within the scope of the project. Where feedback is received outside the scope of this project it will be documented for potential consideration in future work.

Engagement activities will include a mix of formats/schedules/locations to support equity and accessibility. Core engagement activities for the project include:

- Stakeholder Meetings (both internal and external);
- Online engagement opportunities;
- Public Open Houses (virtual/online and in person within public health guidelines);
- Input from Council Advisory Committees; and
- Other engagement activities as needed.

Saanich adheres to the International Association of Public Participation (IAP2) spectrum of participation which identifies the level of community involvement in decision making. The following table outlines the public engagement goals and identifies the tools that will be applied throughout the project (see Table 2).

Table 2: Strategic OCP Update - Level of Public Participation (IAP2)

Work Area	Level of Public Participation	Engagement Tools	Primary Engagement Goal
Phase 1: Analysis & Policy Development			
Work Area 1: Update OCP to align with recently adopted Council policy and plans	Inform	Notification letter to stakeholders (internal and external)	To raise awareness of the project, including timelines and future opportunities to provide input
Work Area 2: Integrate new demographic data and other relevant statistics	Inform	Website updates	Awareness
Work Area 3: Update the land use framework (specific areas)	Inform Consult	Online survey Social media Stakeholder meetings	To raise awareness and receive feedback from stakeholders and the public on draft concepts related to new policy areas
Work Area 4: Refine sustainable development framework	Inform	Website updates	Awareness

Work Area 5: Strengthen the monitoring and implementation components	Inform	Website updates	Awareness
Phase 2: Validation & Refinement			
All work areas	Inform Consult	Open houses, social media, stakeholder meetings, online engagement, advisory committee meetings	To receive feedback from the public on the draft OCP plan (recognizing focused scope of work)
Phase 3: Plan Adoption			
All work areas	Inform	Public Hearing, media, social media	To inform the public of the final Draft OCP Plan and how to make submissions to Council

Stakeholders

Working with the community and stakeholders will help inform the substantive policy changes in the Strategic OCP Update and provide input on how the different required updates are incorporated into the existing OCP. A list of key stakeholders is outlined below and will be supplemented if/as required.

- Community members
- Saanich Community Association Network and Community Associations
- Urban Development Institute (UDI)
- BC Transit
- BC Ministry of Transportation and Infrastructure
- District of Saanich Advisory Committees
 - Planning, Transportation and Economic Development Advisory Committee;
 - Active Transportation Advisory Committee
 - Mayors Standing Committee on Housing Affordability and Supply
 - Healthy Saanich Advisory Committee
- First Nations
- Capital Regional District and CRD member Municipalities
- Agricultural Land Commission
- School Districts 61 and 63
- Others, as identified in the process.

7. RELATIONSHIP TO OTHER INITIATIVES

The OCP outlines the collective vision for growth and change in Saanich based on the fundamental values and goals of the community. It provides an overarching framework for other city plans, policies, and initiatives, including the 2019-2023 Strategic Plan which shares the

same vision statement as the OCP. As the OCP is a legally binding document under the BC Local Government Act, other District of Saanich plans, policies, and initiatives must be consistent (or at minimum not in direct conflict) with the vision and policy direction articulated within it.

The last update of the OCP was completed in 2008. As noted above, several strategic plans and initiatives have been completed since this time. Work Area 1 for this project consists of updating the OCP to incorporate any changes from recent District-wide work. While all these plans and initiatives are consistent with the general direction in the OCP, some may have expanded or refined the OCP direction through more focused subject specific planning.

Planning for Centres, Corridors, and Villages (CCV) will be happening concurrently with the Strategic OCP Update (pending Council approval of the proposed workplan). While the OCP will be looking at updating the land use framework to include high level policy direction for “Corridors” District-wide, the CCV process will be completing the detailed local scale planning for specific corridors. The planned public and stakeholder consultation for the different processes reflects their different focus areas.

8. BUDGET

In addition to staff resources, the allocated budget for the project is estimated at \$80,000. The Strategic OCP Update will be led by District of Saanich staff and supplemented by targeted consultant involvement. As lead for the project, staff will complete all project management functions as well as conduct analysis and best practices research, coordinate internal and external stakeholder and agency feedback, lead the public consultation process and analysis, develop and update document content as outlined in the project scope, manage the consultant(s), and steward the Council approval process.

Consultants will be required to undertake work related to the ecological footprint analysis and support any associated data collection, assist with stakeholder engagement and/or complete technical analysis. This work is partly funded through the Climate Action Reserve Fund and may be conducted in collaboration with regional partners.

The budget also incorporates money for engagement events, advertising and a contingency to enable additional analysis, research, review, and engagement if/as required.

9. DELIVERABLES

The OCP Strategic Update project deliverables include:

- Updated 2023 OCP Bylaw as detailed in the project scope;
- Identified process for ongoing updates of the OCP as plans are updated and new strategic initiatives are completed;
- Series of key land use indicators and baseline data to measure and report on progress annually.