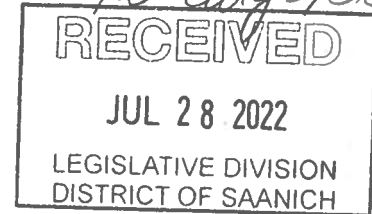




The Corporation of the District of Saanich

# Report

**To:** Mayor and Council  
**From:** Sharon Hvozdanski, Director of Planning  
**Date:** July 27, 2022  
**Subject:** Term of Reference for Quadra McKenzie Area Planning Study  
File: 2310-20 • Centres, Corridors, and Villages Plans



## RECOMMENDATION

That Council endorse the Quadra McKenzie Area Planning Study Terms of Reference.

## PURPOSE

The purpose of this Report is to provide Council with the Terms of Reference for the Quadra McKenzie Area Planning Study for consideration and approval (see Attachment A).

The Terms of Reference defines the scope of work and planning process for undertaking this comprehensive land use and transportation study that will examine policy options for housing, transportation and mobility, employment, the public realm, parks and open space. The process will include public engagement over 18-month timelines and deliver plans that will guide change over the short, mid and long-term (20 to 30-years).

## BACKGROUND

At the Committee of the Whole meeting on December 13, 2021, Council directed Staff to shift away from Local Area Planning and come back to Council with a work plan for a planning approach for Centres, Corridors, and Villages with the following motion:

"That it be recommended that Council direct Staff to report back with a proposed work plan for a Centres, Corridors and Villages (CCV) planning approach that enables each new CCV plan to be completed within an 18-month timeline and that includes proposed sequencing of plans and levels of engagement."

Staff reported back to Council at the March 21, 2022, Committee of the Whole meeting where Council endorsed the work plan for Centre, Corridor and Village planning, and directed Staff to prepare Terms of Reference for the Centre, Corridor and Village Plans with the following motion:

"That Council:

- Endorse the Centres, Corridors, and Villages Work Plan; and

- Direct Staff to prepare Terms of Reference for the McKenzie Corridor Plan, Quadra Corridor Plan, and Quadra-McKenzie Centre Plan for Council's consideration."

## **CENTRE, CORRIDOR AND VILLAGE PLANNING**

Growth management strategies and policies in the Official Community Plan (OCP), promote compact and sustainable land use, focussing the vast majority, of new development inside the Urban Containment Boundary and within well designed Centres, Villages and Corridors.

Centres and Villages are designated in the OCP. Major Corridors while eluded to in the OCP framework, will be formally defined through the Strategic OCP Update, which is underway and expected to be completed in April 2023. These Centre, Corridor and Village geographies are intended to act as hubs of the community where more services and amenities are found, along with higher density housing and more diverse housing, employment, commercial, and public spaces.

Council has directed Staff to focus planning efforts on Centre, Corridor and Village (CCV) areas and away from Local Area Plan updates. This direction includes the development of Centre, Corridor and Village plans with a more focused scope (primarily land use and transportation) that are completed within an expedited process.

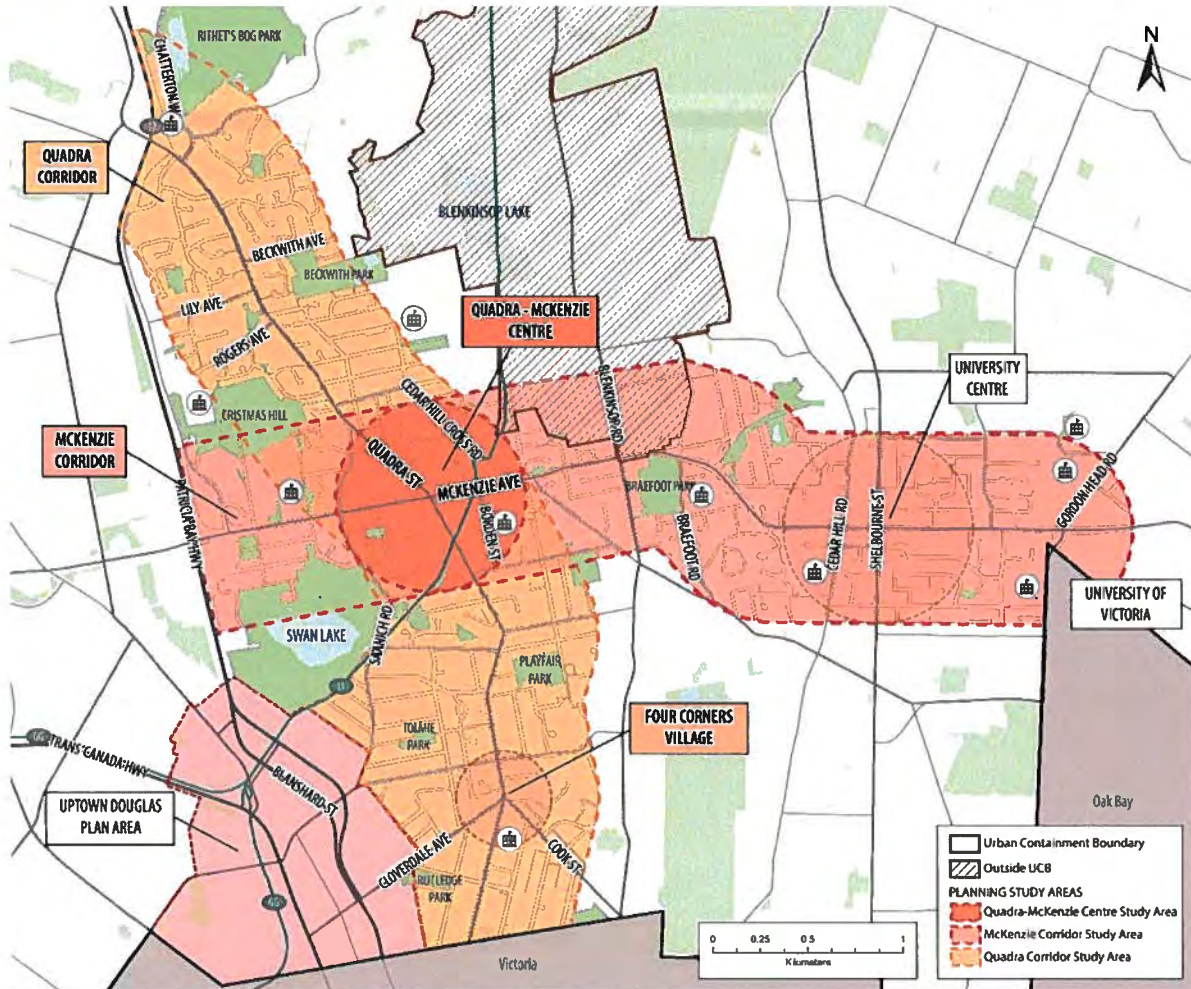
The Quadra McKenzie Area Planning Study includes four CCV areas (McKenzie Corridor, Quadra Corridor, Quadra-McKenzie Centre and Four Corners Village), which have been identified as the first priority for the workplan.

## **STUDY AREA BOUNDARIES**

The Terms of Reference included in this report outlines a comprehensive approach for developing plans to guide land use change for four key interconnected planning geographies:

- McKenzie Corridor;
- Quadra Corridor;
- Quadra-McKenzie Centre; and
- Four Corners Village (see Map 1).

The preliminary study area boundaries have been developed to align with the Official Community Plan and will be subject to refinement through the process.



**Map 1: Study Area Boundaries**

Although these are four distinct planning areas, many project activities will be integrated. In particular, land use opportunities in the Quadra-McKenzie Centre study area will be reviewed and developed in partnership with the McKenzie and Quadra Corridor studies and in consultation with residents and stakeholders through a community design workshop. Additionally, the Four Corners Village will be included as a sub-area plan within the Quadra Corridor.

The McKenzie Corridor is proposed to extend from Pat Bay Highway (Highway 17) to just east of Gordon Head Road and include properties generally within 500 metres. The extension past Gordon Head Road will allow for a full consideration of integration with UVIC and the potential development of a new community node at this location. A portion of the McKenzie Corridor includes properties outside of the Urban Containment Boundary, primarily within the Blenkinsop Local Area boundary. While these properties outside the Urban Containment Boundary will not be considered for population growth, they are included in the study to allow for planning such as active transportation and economic development. Buffering these valuable rural lands will also be taken into account as part of this planning process. The western boundary of the McKenzie Corridor is Highway 17, which corresponds to boundaries of the in-progress RapidBus Study.

The Quadra Corridor, which includes the Four Corners Village Sub-Area, is proposed to extend north from Tolmie Avenue to Highway 17 (Pat Bay Highway) and include properties generally

within 500 metres. The boundary has been adjusted to include remnant areas of the Saanich Core Plan not included in the Uptown-Douglas Plan. This includes areas north of Tolmie Avenue and east of Calumet Avenue and Rutledge Street, and areas north of Leslie Drive adjacent to Swan Lake along Saanich Road north to Lodge Avenue.

## **TERMS OF REFERENCE**

### **Goals and Objectives**

Goals and objectives have been developed for the Quadra McKenzie Area Planning Study to provide clarity on intentions at the outset of the project. As the project incorporates an expedited timeline, the goals and objectives will provide a framework for the development of plans and enable a progression to more substantive policy discussions more quickly. The goals and objectives also reflect the focused scope of the study, namely land use and transportation.

The goal statement and associated objectives have been developed in alignment with other foundational District of Saanich strategic plans and objectives including: the Official Community Plan; Climate Plan; Housing Strategy; Active Transportation Plan; Uptown-Douglas Plan; and Shelbourne Valley Action Plan. While the goals and objectives will provide the initial plan framework, they will likely be refined as engagement proceeds and plan concepts are developed.

In contrast to recent area planning processes, the direction from Council in the development of these plans is to identify goal statements at the outset of the project. The intention with this approach is to focus the majority of engagement on concept development and review, thereby eliminating the community visioning phase of engagement and shortening the overall project timeline.

The four goals identified below are reflective of the project's focussed scope on land use and transportation. Each goal has four to six associated objectives (see Section 4 of the Terms of Reference), which provide greater detail on key plan intentions.

#### **A. Land Use**

Implement the Centre, Corridor and Village growth management framework to build compact, liveable, accessible, and sustainable and climate resilient communities with places to live, work, come together, and move around.

#### **B. Transportation & Mobility**

Re-design McKenzie Avenue and Quadra Street as complete streets and prioritize improvements to active transportation and transit networks to support car light living, create more vibrant public spaces and improve accessibility.

#### **C. Housing Diversity, Affordability and Supply**

Focus the vast majority of new housing growth within the Quadra McKenzie Centre and Four Corners Village, and on the Quadra and McKenzie Corridors, where a variety of housing forms and tenures can be delivered in locations with convenient access to transit, active transportation, amenities and local servicing shops.

#### **D. Public Realm & Open Space**

Support community liveability through providing a walkable network of parks and open spaces and strengthening public realm areas to support the gathering and movement of people, with a focus on enhancements on McKenzie Avenue, Quadra Street and within community nodes.

### **Scope of Work**

A narrowed scope of work that focuses primarily on land use and transportation has defined the planning process, with a focus on four key geographies:

- McKenzie Corridor;
- Quadra-McKenzie Centre;
- Quadra Corridor; and
- Four Corners Village.

The Quadra McKenzie Area Planning Study will involve analyses of a wide range of considerations, guided by existing and in-progress policy documents, data, research and best practices, and input gathered through engagement with stakeholders and the public. The Study will include the following scope of work:

- Apply the Study goals and objectives throughout the planning process;
- Implement the broader OCP policy directions at a local level;
- Conduct research and analysis to better understand local area characteristics, including population projections, housing needs/capacity, market conditions, and land use/development economics;
- Integrate existing and in-progress District-wide plans, strategies and initiatives in policy development;
- Develop and implement a community and stakeholder engagement and outreach strategy;
- Develop an updated planning framework to guide future growth and land use change, including future land use designations and parcel-based guidance for building heights, typologies, and densities;
- Develop housing policies to align with the District of Saanich Housing Strategy and that enable housing diversity, affordability and supply;
- Assess underground infrastructure capacity and future needs;
- Integrate forthcoming direction of the Community Amenity Contribution and Inclusionary Housing Program to assess future land use designations, development viability, public benefit amenity, social infrastructure needs, and opportunities for pre-zoning;
- Develop policies for transportation and mobility planning, with a focus on overall network access and circulation for all modes;
- Create complete street design concepts for McKenzie Avenue and Quadra Corridor with a focus on integrating public realm, active transportation, and public transit along Corridors;
- Develop design policies for each of the study areas, considering site context and organization, building massing and design, and public realm and consider updates to Development permit Area design guidelines, as appropriate; and
- Develop public realm policies with a focus on the hierarchy of spaces to support walkable, complete communities in the context of each study area.

### **Deliverables**

The Quadra McKenzie Area Planning Study will result in the following deliverables:

- McKenzie Corridor Plan;
- Quadra Corridor Plan;
- Quadra-McKenzie Centre Plan;
- Four Corners Village Sub-Area Plan (as component of Quadra Corridor Plan);
- Design guideline updates;
- Community Engagement Strategy and summaries;
- Market Analysis and other technical studies; and

- Implementation, Evaluation and Monitoring Plan.

**Alignment with Transportation Planning**

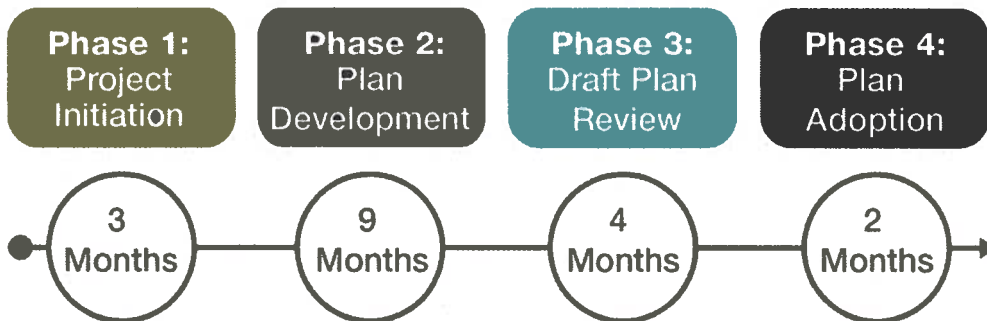
McKenzie Avenue and Quadra Street are two regionally significant transportation corridors. Integrating transportation changes with a future land use framework is critical to developing comprehensive area plans.

Planning is currently underway to update the District of Saanich’s Active Transportation Plan, moving Saanich forward. The purpose of the update is to provide a current framework to support implementation of the policies and actions; to work with the community to review and update specific aspects of the plan; and to incorporate new and emerging information to ensure the Plan continues to be relevant.

McKenzie Avenue is a major regional and local serving transportation corridor. A McKenzie Corridor Rapid Bus Study is underway and will be aligned with this area planning process to coordinate land use and transportation improvements. Additionally, improvements to the Quadra Street complete street corridor have been identified in the Active Transportation Plan as a priority. The Quadra Corridor planning study will provide an opportunity to engage the community and develop a design concept in conjunction with future land use changes.

**Planning Process**

In accordance with Council direction, each of the study area planning processes will be completed within 18-months (see Figure 1). Detailed planning for the McKenzie and Quadra Corridor studies will begin in the fall 2022, while Quadra-McKenzie Centre Plan will commence in early 2023 (see Figure 2).



**Figure 1: Quadra McKenzie Centre Area Planning Study, Standard 18-month Project Timeline**

Schedule (Year/Month)	2022				2023												2024							
	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J		
<b>McKenzie</b>	Phase 1			Phase 2									Phase 3			Phase 4								
<b>Quadra</b>	Phase 1			Phase 2									Phase 3			Phase 4								
<b>Centre</b>					Phase 1			Phase 2									Phase 3			Phase 4				
<b>Village</b>					Phase 1			Phase 2									Phase 3			Phase 4				

**Figure 2: Phasing for Quadra McKenzie Area Planning Study**

**Staff Resources**

Due to Staff capacity and availability, the proposed Terms of Reference recommends that the McKenzie Corridor Plan and Quadra Corridor Plan commence concurrently in September 2022, with the Quadra-McKenzie Centre Sub-Area Plan and Four Corners Village Sub-Area Plan to

commence roughly four months following, in early 2023. This timing will ensure that there is enough overlap to enable integration of key planning processes, including the community design workshop(s), while enabling in progress projects to be completed and Staff to be available.

### Community Engagement

The District of Saanich adheres to the International Association of Public Participation (IAP2) spectrum of participation which identifies the level of community involvement in decision making. To achieve the 18-month timeline, the community engagement will include focused engagement with substantial community engagement anticipated through the community design workshop(s) in Phase 2.

**Table 1: Level of Public Engagement for Each Project Phase**

<b>Phase</b>	<b>Level of Public Participation</b>	<b>Engagement Tools</b>	<b>Primary Engagement Goal</b>
<b>Phase 1: PROJECT INITIATION</b>	Inform	Project web page, branding Letter to property owners, stakeholders	To build information base, to raise awareness of the project, and to inform the public of the goals; to inform stakeholders and property owners who are directly impacted
<b>Phase 2: PLAN DEVELOPMENT</b>	Inform Consult Engage	Stakeholder meetings Community input on plan concepts and policy ideas Workshops Surveys	To receive input on issues and priorities from stakeholders; to receive community input on concepts and policy direction
<b>Phase 3: DRAFT PLAN REVIEW</b>	Inform Consult Engage	Open houses Community survey Stakeholder meetings	To receive feedback from the public on the Draft Plan
<b>Phase 4: PLAN ADOPTION</b>	Inform	Public Hearing, media, social media	To inform the public of the Final Draft Plan, and what changes were made based on community input; to notify public on how to make submissions to Council

### **ALTERNATIVES**

1. That Council endorse the proposed Terms of Reference for the Quadra McKenzie Area Planning Study (Attachment A).
2. That Council reject the proposed Terms of Reference for the Quadra McKenzie Area Planning Study.
3. That Council provide alternate direction to Staff.

### **FINANCIAL IMPLICATIONS**

The completion of Quadra McKenzie Planning Study will require significant dedicated Staff time and financial resources to complete the required research, necessary public engagement, and technical analysis requisite for plan and policy development.

In addition to Staff time, the combined Terms of References budget is estimated at \$300,000. The budget supports detailed technical studies (including a District-wide market analysis), public engagement (including a robust community design workshop), publications/advertisements, and contingency.

Currently, \$307,266 has been set aside from surplus allocations to fund area planning. As the anticipated funding is within that envelope, no additional funding is being requested for this project.

Implementation of the Plans will obviously require additional funding. Funding requests would be considered by Council as part of annual budget deliberations.

### **STRATEGIC PLAN IMPLICATIONS**

On December 13, 2021, Council directed Staff to focus on CCV planning areas, instead of local areas, as a means to focus planning resources on high-growth areas and major transportation corridors. Subsequently, at the March 21, 2022 meeting Council directed Staff to update the Strategic Plan to reflect the focus on Centres, Corridors and Villages and initial priority on Quadra McKenzie CCV areas. This Terms of Reference advances Council's Strategic Plan direction on Centre, Corridor and Village planning.

### **OFFICIAL COMMUNITY PLAN IMPLICATIONS**

The Terms of Reference is consistent with and will expand on the broad direction of the Official Community Plan (OCP) to focus most growth in Centres, Corridors, and Villages, while supporting compact, complete, walkable neighbourhoods.

Currently, a focused one-year update of the OCP is underway and involves new policy work on Corridors. The OCP update is anticipated to be completed in April 2023. There will be alignment between the Quadra McKenzie Planning Area Study and the OCP Update to ensure consistency. After completion of the Quadra McKenzie Plans, amendments to the OCP (General Plan) will be considered to reflect to ensure long-term alignment.

### **INTERDEPARTMENTAL IMPLICATIONS**

The development of the Centre, Corridor and Village Plans will require significant interdepartmental collaboration and support to ensure that policies are implementable, and that sufficient information has been considered in their development. Input from Engineering's Transportation and Water Resources Divisions will be important with regards to mobility and servicing infrastructure. Parks will provide input on needs and opportunities for parks and public spaces. Current Planning Staff are also integral to the development of the plans. Other internal Staff will be engaged as issues arise.


Meetings have been held with these departments to understand staffing, resource implications, and potential work plan alignments. Indications are that Staff/resources can be made available to support the delivery of the work plan. Involvement with these departments has been incorporated into the work plan to ensure their input is timed to address any special studies to support CCV planning.





**CONCLUSION**

The process to develop plans for the McKenzie Corridor, Quadra Corridor, Quadra-McKenzie Centre, and Four Corners Village, as outlined in the Terms of Reference (Attachment A), will provide a significant opportunity to examine and develop strategic policy and direction to address land use, housing, and transportation issues that face our community and broader region.

The recommended approach, as directed by Council, will achieve a planning framework to guide growth and change over the short, mid and long term (20 to 30 years) in these regionally impactful areas of the District of Saanich. Staff recommend that the McKenzie Corridor Plan and Quadra Corridor Plan processes commence concurrently in fall 2022, with a completion in early spring 2024. The Quadra-McKenzie Centre study area and detailed planning for the Four Corners Village study area is recommended to commence after the initiation of the Corridor planning, in early 2023 with a completion in summer 2024. The proposed timing will ensure that there is enough overlap so work can be efficiently completed while balancing and optimizing limited Staff resources.

Prepared by:   
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Alanna McDonagh  
Senior Planner, Community Planning

Reviewed by:   
\_\_\_\_\_  
Cameron Scott  
Manager, Community Planning

Approved by:   
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Sharon Hvozdzanski  
Director of Planning

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Attachment: Attachment A: Quadra McKenzie Area Planning Study

cc: Harley Machielse, Director of Engineering  
Valla Tinney, Director of Finance  
Suzanne Samborski, Director of Parks, Recreation & Community Services  
Shari Holmes-Saltzman, Manager of Current Planner

**ADMINISTRATOR'S COMMENTS:**

I endorse the recommendation from the Director of Planning.



*per* Brent Reems, Chief Administrative Officer