



The Corporation of the District of Saanich

Report

C May 30, 2022

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To: Mayor and Council
From: Sharon Hvozdanski, Director of Planning
Date: May 18, 2022
Subject: Strategic Official Community Plan Update - Terms of Reference
File: 2330-25 • Official Community Plan – Review 2022

RECOMMENDATION

That Council endorse a minor amendment to the Terms of Reference for the Strategic Official Community Plan (OCP) Update to address an administrative error.

PURPOSE

The purpose of this Report is to address an administrative error and propose a minor amendment to the Strategic Official Community Plan Update Terms of Reference to provide clarity about which roads are considered Major Corridors.

DISCUSSION

Council Direction

At the Committee of the Whole meeting on March 21, 2021 Council carried the following motion:

“That it be recommended that Council endorse the Terms of Reference for the Strategic Official Community Plan (OCP) Update.”

At the same meeting Council also endorsed the Centres, Corridors and Villages (CCV) Work Plan.

Clarification of Major Corridors

An important focus of the Strategic Official Community Plan (OCP) Update is to add “Corridor” designations and associated policy to the OCP land use framework. This includes identifying and mapping the extent of the four Major Corridors.

The OCP Terms of Reference endorsed at the March 21, 2022 meeting identified these corridors as: McKenzie Avenue, Quadra Street, Shelbourne Street and Douglas Street (Work area 3, page 5). The four corridors however should have been identified as: McKenzie Avenue, Quadra Street, Shelbourne Street and **Tillicum Road**. The identification of Douglas Street instead of Tillicum Road was an administrative error. While an important corridor, Douglas Street is addressed through the Uptown Major Centre designation.

This proposed update will make the four corridors identified in the OCP Terms of Reference consistent with those in the CCV Work Plan (McKenzie Avenue, Quadra Street, Shelbourne Street, and Tillicum Road).

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Approved by:



Sharon Hvozdzanski
Director of Planning

AW/jsp

Attachments: Attachment A: Strategic OCP Update – Terms of Reference (May 4, 2022)

ADMINISTRATOR'S COMMENTS:

I endorse the recommendation from the Director of Planning.



Brent Reems, Chief Administrative Officer

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/WSÁNÉC 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

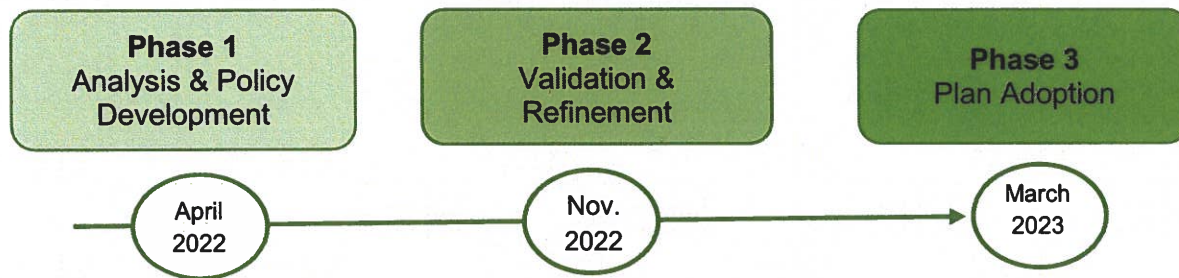
order to reinforce the “one planet/ecological ceiling” aspects of the sustainability models assessed. This work will be initiated as part of the Strategic OCP Update project, but the ecocity footprint analysis would be completed outside the timeframe of this project.

- 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.