

AGENDA

MAYOR'S STANDING COMMITTEE ON HOUSING AFFORDABILITY AND SUPPLY

Monday, September 30, 2019 at 8:30 a.m.
Saanich Municipal Hall, Committee Room No. 2

1. **Call to Order**

P 2 2. **Approval of Minutes of September 9, 2019**

3. **New Business**

1) Discussion - Saanich Housing Strategy.

2) Requests of Staff from the Meeting of September 9, 2019.

- Local Area Plan Work Plan:

- Minute Excerpt and Report to Council from September 14, 2015; and,

- Minute Excerpt and Report to Council from September 11, 2017.

- Development Process Review

- Minute Excerpt and Report to Council from March 19, 2018 and June 11, 2018.

3) Zoning Bylaw changes.

- Report of Councillor Plant dated September 23, 2019.

4) Discussion - Approach for possible pause in ongoing updates to LAPS to enable resources to be applied to Saanich-wide housing needs.

5) Discussion - Roundtable topics.

4. **Other Business**

5. **Next Meeting November 18, 2019 at 9:00 a.m.**

6. **Adjournment**

MINUTES
MAYOR'S STANDING COMMITTEE ON HOUSING
AFFORDABILITY AND SUPPLY
Saanich Municipal Hall, Committee Room No. 2
Monday, September 9, 2019 at 9:00 a.m.

Present: Mayor Haynes and Councillors de Vries, Mersereau and Plant

Staff: Paul Thorkelsson, Chief Administrative Officer; Cameron Scott, Manager of Community Planning; and Sarah Litzenberger, Senior Committee Clerk

CALL TO ORDER

Mayor Haynes called the meeting to order at 9:00 a.m.

APPROVAL OF MINUTES

MOVED by Councillor Plant and Seconded by Councillor Mersereau: "That the minutes of the August 12, 2019 Mayor's Standing Committee on Housing Affordability and Supply meeting be approved."

MOVED by Councillor Mersereau and Seconded by Councillor Plant "That the motion be amended that the minutes of August 12, 2019 be amended as follows: bullet point 7 on page 2 to read: "A service delivery review that was conducted over a decade ago has been implemented and ingrained in the workplace"."

The Amendment was CARRIED

A member of the committee made the following comment:

- The committee would like to see a copy of the service delivery review from the past council.

MOVED by Councillor Plant and Seconded by Councillor Mersereau "That the motion be amended that the minutes of August 12, 2019 be amended to include the words "That the committee recommends to Council" at the beginning of the following motions:

"That staff provide information on the Housing Needs Assessment for discussion at the next committee meeting and provide updates on an ongoing basis"

"That when the joint grant application comes to Council, staff are to ensure that Saanich-specific stakeholder groups have been included in the discussions."."

The Amendment was CARRIED

The Main Motion, as Amended, was then Put and CARRIED

DRAFT TERMS OF REFERENCE – DISCUSSION

MOVED by Councillor Mersereau and Seconded by Councillor deVries "That the current Terms of Reference be approved as presented".

CARRIED

UPDATE ON HIRING OF NEW DEVELOPMENT RELATED STAFF POSITIONS

The CAO made the following comments:

- Most positions that affect the committee directly are at or past the interview stage.
- The volunteer program coordinator and sports field coordinator will be forthcoming, and are not directly related to the development process.

MOVED by Councillor Plant and Seconded by Councillor Mersereau: “That the memo of the CAO dated September 5, 2019 entitled “Status – Hiring of New Development Related Staff Positions” be received for information.”

CARRIED

In response to a question the CAO stated the following:

- Knowing the benefits and impacts of adding capacity by hiring additional staff could be known by six to twelve months but will vary depending on the staff experience and their understanding of Saanich’s processes.

MOVED by Councillor Plant and Seconded by Councillor Mersereau: “That the motion be amended to add “and the CAO be directed to provide an update in six months on the effects of hiring new development related staff positions”.”

The Amendment was then Put and CARRIED

The Main Motion, as Amended, was then Put and CARRIED

Motion as amended:

“That the memo of the CAO dated September 5, 2019 entitled “Status – Hiring of New Development Related Staff Positions” be received for information, and the CAO be directed to provide an update in six months on the effects of hiring new development related staff positions.”

In response to questions the CAO stated the following:

- All positions that are tailored to the development process are captured in the presented report including the Parks Development & Review Coordinator, which was approved post budget.
- An update can be provided in six months’ time, but it is not known if any impact would be discernable at that time.
- The software solution to allow for a digital development process is in the early stages.
- Procurement is still needed, then implementation and training. Likely to have more impact in 2020. Cannot predict what impacts will be and once the resources are deployed time will be needed to see those impacts.

HOUSING NEEDS ASSESSMENT

The Manager of Community Planning gave a verbal report including:

- The UBCM Housing Needs Reports Program Grant Application will be on the CRD board agenda on Wednesday, September 11, 2019.
- The Hospitals and Housing Committee forwarded the recommendation to go to the CRD Board where it will identify a statement of work.
- In regards to the committee interest in municipal specific engagement it has been addressed in the statement of work, both in terms of understanding the current context and reporting out on the results.
- There is the ability for some municipalities to add on additional engagement if they would like to supplement what is being done as part of the larger project.

- A letter will be sent to Saanich which will then be brought as a report to council for endorsement as a grant application.

MOVED by Councillor Plant and Seconded by Councillor Mersereau “That the verbal report of the Manager of Community Planning be received for information”

CARRIED

OTHER BUSINESS

1. CURRENT ZONING VS POTENTIAL VISION OF COUNCIL

Members of the committee made the following comments:

- The Zoning Bylaw provisions are not as robust as Council and the public may expect for height and density.
- There is interest in changing certain height maximums in the Zoning Bylaw.

In response to questions the CAO stated the following:

- The Zoning bylaw outlines the regulatory framework that represents the aspirations of the Official Community Plan and the Local Area Plans. They provide information to the communities and potential developers seen as appropriate for a particular area.
- There is the availability to make an application outside of the existing zoning bylaw.
- Challenges can come up against community sentiment and overall directions set up by the municipality and long range plans.
- Nothing prevents applications from coming forward to go over the established height in the Zoning Bylaw; the Local Area Plan; or the Official Community Plan.
- If council is interested in making those changes it's a big project. Unless there are very targeted locations there would be an Official Community Plan review, which is not in the current work plan.
- We are currently updating the Local Area Plans, per council's request, which has a time frame. Council could make a unilateral direction, but there will be process and political challenges.

The Manager of Community Planning stated:

- The current approach is to modernize the Local Area Plans.
- Presently they are in discussions with the communities about the development guidelines.

Members of the committee made the following comments:

- Councillor Plant will be bringing a report to Council asking that staff to look at specific zoning stipulations in certain areas.
- What some Council members want in height and density zoning is not necessarily in alignment with what the policies permit.
- The housing dynamic has changed radically.
- There is a permissive piece within Local Area Plans for height ranges.
- There should be a Saanich wide housing strategy to give Council some flexibility.
- The current Local Area Plan work may have to be paused to re-dedicate staff to work on a strategy.

In response to questions the CAO stated the following:

- A report to Council will be brought forward to give an overview of the experiences of the two Local Area Plan updates. This will inform Council on the Local Area Plans process.
- Council gave direction to proceed to the remaining Local Area Plan updates. This is also the communities' expectation. To change that direction would require a consideration of Council, which could result in the rededication of work, depending on Council's decision.

Members of the committee made the following comments:

- It would be helpful if the current council is circulated the recommendation and report that was approved by the past council to direct staff in the Local Area Plan update process.

MOVED by Councillor Mersereau and Seconded by Councillor deVries: “That public input be permitted at this time.”

CARRIED

PUBLIC INPUT

A. Cooper, Sea Wood Terrace stated:

- Three years ago, the BC Building code was updated so a wood framed construction could accommodate up to six stories.
- Instead of reviewing all of the zoning categories Council could adopt an Official Community Plan amendment in the neighbourhood designation that the definition around midrise, for example, be two to six storeys instead of two to four storeys.
- The Official Community Plan is the overriding document that the Local Area Plans and zoning take their cues from.

The CAO made the following comments:

- Council can give direction in terms of amending the Official Community Plan, but there is a statutory public process to follow. Council may also want to have further engagement beyond what is regulated.
- There will be neighbourhoods that have concerns about large ranges in height.

A. Cooper, Sea Wood Terrace stated:

- Council has the ability to vary height at any time under an existing zone without requiring a rezone.
- Density and height are not the same thing.

The Manager of Community Planning stated:

- Make a distinction between zoning and policy.
- Policy change is easier than zoning.

Members of the committee made the following comments:

- The report would be a part of a housing strategy, and will not be the centre focus of this committee.
- Our vision is not matching what we have in policy.
- Currently a developer can ask for a variance; rezoning; or an amendment to the Official Community Plan or a Local Area Plan, but this framework needs to change so that applications can fit more appropriately with our policies.

2. SERVICE DELIVERY REVIEW

MOVED by Councillor Mersereau and Seconded by Councillor Plant “That the committee recommends that Council:

- 1. Direct staff to issue a request for proposal for a qualified vendor to conduct, with support from planning staff, a service delivery review of current planning services in Saanich with the objective of identifying short, medium, and long-term opportunities to improve the efficiency of services and customer service orientation; and**
- 2. Approve the expenditure of up to \$150,000 from the Council Strategic Initiatives Contingency Fund for the independent service delivery review of current planning services.”**

Members of the committee made the following comments:

- Present Saanich as a place where people want to come and do business and build houses.
- The motion has a rough estimate of what the work could cost. It provides staff direction to help inform the scope of the RFP by setting aside a specific amount.
- Good use of our strategic initiatives fund.
- If the service delivery review was undertaken it would need to be informed by staff.
- Concern with the length of time it would take, due to staff running at maximum capacity.
- The only way this service review could be done would be with a third party.
- If actualized the service delivery review could still be a year away.
- In the last term a report was received on how to expedite the process and Council adopted some of those suggestions.

In response to questions the CAO stated the following:

- The efficiency review work is being done internally, but with stakeholder groups. The results will be coming forward in the next couple of months.
- The simple action of engaging a consultant does not relieve staff of work. There will be some impact on workload and it will have to be prioritized.

Members of the committee made the following comments:

- Worried about staff limits and time limits.
- Council was elected on improving housing stocks in this term.
- This Committee should recommend to Council that if we are going to look at affordability and housing supply that one of the factors is how we process applications.
- There is some value in having an external review which provides a different lens for analysis.

The Motion was then Put and CARRIED

NEXT MEETING

Monday, September 30, 2019 at 8:30 a.m. in Committee Room No. 2

MOVED by Councillor Plant and Seconded by Councillor Mersereau: "That the meeting be adjourned at 10:00 a.m."

CARRIED

CHAIR

I hereby certify these Minutes are accurate.

COMMITTEE SECRETARY

2310-20
Community
Planning

WORK PLAN – COMMUNITY PLANNING SECTION

Report from the Director of Planning dated September 3, 2015 recommending Council endorse the Community Planning Work Plan Option 1 – Balanced Focus, that identifies future priorities for three streams of work: Local Area Plan Updates; Centre and Corridor Plans; and Policy Initiatives.

C. Scott, the Manager of Community Planning presented and highlighted:

- Planning is looking for direction on the allocation of resources between three areas of community planning work; priorities for Local Area Plan (LAP) updates; and creating a standard process for updating local area plans.
 - Consultation took place with Community Associations and they supported dividing resources between three streams of community planning work: Local Area Plan updates; centre and corridor plans; and policy initiatives.
 - Three work plan options are being presented for Council consideration.
 - Ten LAPs need a full update while two only need minor updates.
-
- In determining the order in which LAPs would be updated, five criteria were used that looked at current and projected development activity, the age of the existing plan and the relationship to Centre and Corridor planning areas.
 - Centre and corridor area plans will focus on areas where the majority of growth and change will take place.
 - Common planning issues will be addressed as part of District/Region wide policies.

PUBLIC INPUT:

J. Schmuck, President, Quadra Cedar Hill Community Association, stated:

- The timelines need to be compressed; the LAPs contain data from the 1996 census.
- Having all the LAPs done at the same time should be considered, even if it's only demographic information being updated.
- Staff resources should be allocated to get the work done expeditiously.

M. Simmons, Christmas Avenue, stated:

- There has been an increase in traffic in the Shelbourne Valley; residents would like the opportunity to provide more input on the Shelbourne Valley Action Plan.

M. Bergstrom, President, Mount Tolmie Community Association, stated:

- Staff are to be commended on the work plan; the Shelbourne Valley Local Area Plan should be a priority.

R. Wickson, President, Gorge Tillicum Community Association, stated:

- Resources are needed to get the plan done in a timely manner; the community should be included in the discussion.
- More time is needed to review and discuss the document; a focus should be on regional values and sustainability.
- He asked how individuals will be selected for the Project Advisory Committee.

K. Whitcroft, Inverness Road, stated:

- The goal should be to limit infill and increase density to major centres.

M. Adams, Vice President, Mount Tolmie Community Association:

- The additional opportunities for public participation are appreciated.

COUNCIL DELIBERATIONS:

In response to questions, the Manager of Community Planning stated:

- A five-year snapshot of data was used to determine the current and projected development activity.
- The gaps in the timelines in Option 3 would allow for staff to prepare for Official Community Plan (OCP) development.
- Year 1 in the timelines is 2016.
- LAPs could be re-prioritized if the OCP was updated.

In response to questions, the Director of Planning stated:

- It used to be mandated in the *Local Government Act* that the OCP be updated every ten years; this is no longer the case.
- If a situation requires the OCP be updated, that can be accommodated.
- The options identified utilize available resources.
- If additional staff were allocated, updating the LAPs could be accelerated.
- Staff must be included in the process to support community members tasked with updating LAPs.
- If further public input is required, the plan could be referred to a future meeting.

Councillor Plant stated:

- He is hesitant to make a recommendation; the timelines need to be addressed.
- A less thorough update could be considered.

Councillor Derman stated:

- Staff should provide further information on what resources they require to carry out the work in a more timely manner.

Motion:

MOVED by Councillor Derman and Seconded by Mayor Atwell: "That staff be requested to provide another option based on additional resources and an expedited timeline."

Councillor Haynes stated:

- Accelerating the plan may not be beneficial for Saanich; it may not bring about better development.

In response to questions, the Director of Planning stated:

- Refreshing some of the information in the LAPs is a good idea but there would still be a need for appropriate staffing.

Councillor Brice stated:

- A report from staff should include the cost of resources and whether other work can be deferred to facilitate this work plan.

Councillor Murdock stated:

- The costs to expedite timelines and the information on the work to be deferred would be appreciated.

Councillor Derman stated:

- He would like to ensure the resources are used to accelerate the process; having a vision at the start of the process will assist in accelerating the work.

Councillor Haynes stated:

- It may be helpful to look at where the resources are currently; he wonders if having the Local Area Plans updated would stimulate the economic base.

Councillor Wergeland stated:

- The budget has to be considered when looking at resources; there may be smarter ways of doing things.

Councillor Sanders stated:

- Priorities should have been discussed before the budget and strategic planning processes were completed.

Mayor Atwell stated:

- He questioned if funds received from development could be used to fund planning initiatives.

The Motion was then Put and CARRIED



The Corporation of the District of Saanich

Council Administrator Media

Mayor Councillors Administrator Sept 8/15 BH

Report

To: Mayor and Council
From: Sharon Hvozanski, Director of Planning
Date: September 3, 2015
Subject: Work Plan - Community Planning Section
File: 2310-20

PURPOSE

The purpose of this report is to seek Council endorsement of:

- 1. A general Work Plan for the Community Planning Section of the Planning Department that identifies resource allocation and future priorities for three streams of work:
- Local Area Plan Updates;
- Centre and Corridor Plans; and
- Policy Initiatives.
2. A Local Area Planning Program Terms of Reference to guide the update of Local Area Plans.

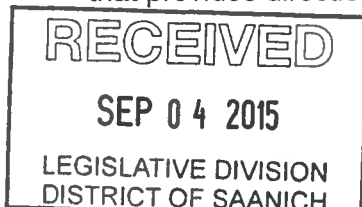
BACKGROUND

Council's 2014 - 2018 Strategic Plan provides specific direction to "Commence a multi-year project to update the 12 Local Area Plans." In responding to this direction, a key point of consideration is how the Local Area Plan updates can be undertaken while still continuing work on other important community planning initiatives.

Prior to commencing work on the Local Area Plan updates, it was essential that the entire work program of the Community Planning Section would be looked at, to determine value, as well as where and when to focus defined resources. By resources we not only mean those of the Municipality, but also the ability of the residents and other stakeholders to be able to participate in numerous ongoing initiatives without getting overburdened or burnt out.

As part of this background work, staff undertook a detailed consultation process with representatives from each of the Neighbourhood Associations, seeking their input on: options for undertaking updates to the Local Area Plans; how to incorporate Village, Centre and Corridor planning; what were other key planning issues of importance to neighbourhoods and the greater community; and how best to balance these work streams.

As an outcome of this work, the subject report not only identifies a framework for the update to Local Area Plans, but also proposes a general work plan for the Community Planning Section that provides direction for Village, Centre and Corridor Plans, and for work on Policy Initiatives.



CW 5

COMMUNITY PLANNING

The Community Planning Section of the Planning Department focuses on three primary streams of work: 1) Local Area Plans; 2) Centre and Corridor Plans; and 3) Policy Initiatives. A general explanation of the role and purpose of each stream is provided below.

Stream 1 - Local Area Plans

Local Area Plans (LAPs) provide a framework to help guide and manage positive change in a neighbourhood, while also seeking to further district-wide goals. LAPs have helped guide growth and change in the neighbourhoods of Saanich since the 1970's. The plans have been updated on a regular basis, typically in response to the adoption of a new citywide plan. The most recent round of updates of the 12 LAPs occurred from 1997-2007 after the adoption of the General Plan in 1993. Figure 1 shows existing LAPs and the years that they were last updated.

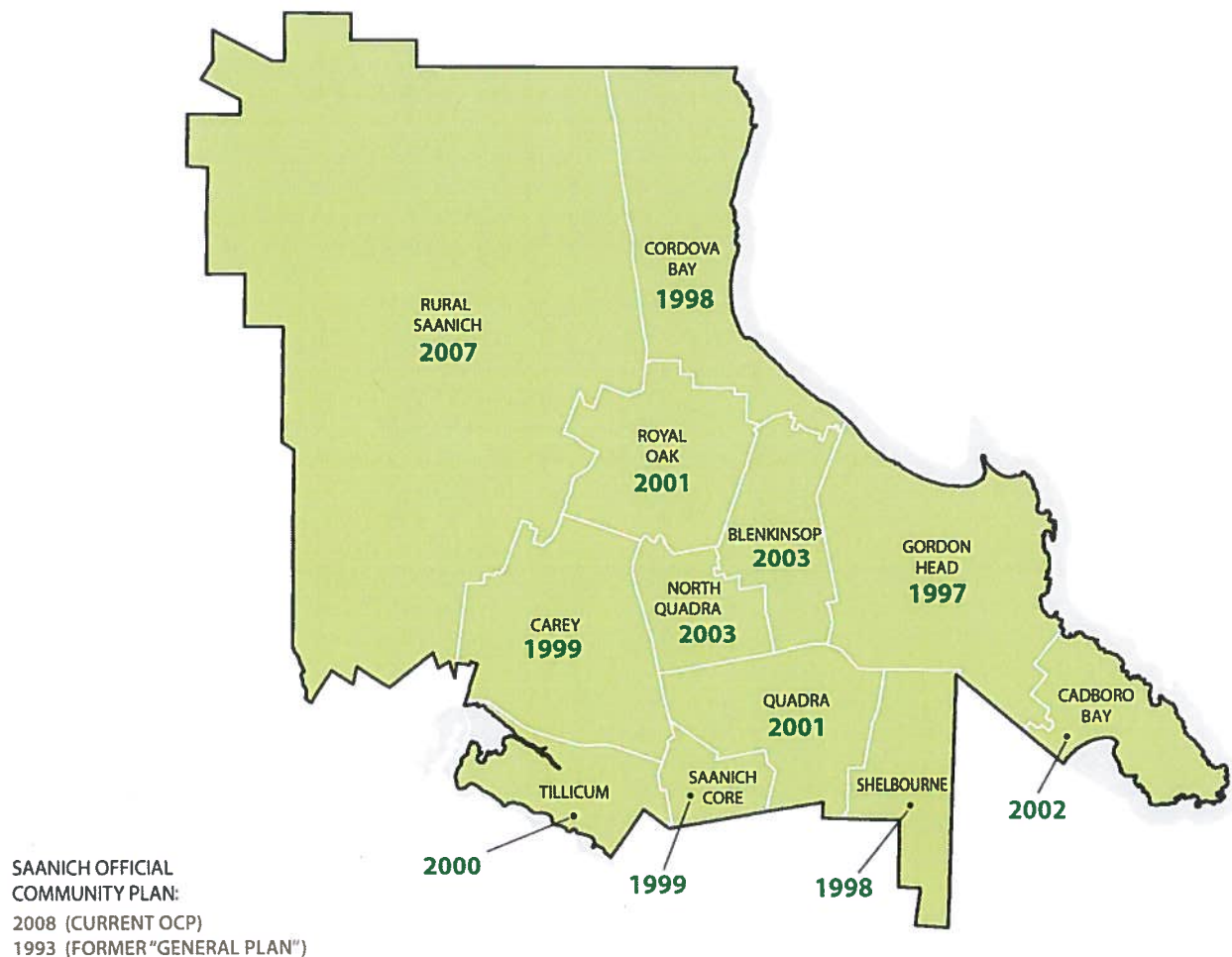


Figure 1: Date of Last Local Area Plan Updates

Stream 2 - Centre and Corridor Plans

The Official Community Plan (OCP) emphasizes the concept of Villages, Centres and Corridors as key areas to focus future sustainable growth. At present, the Saanich's Villages and Centres are for the most part established commercial shopping areas. Corridors typically link Villages and Centres, and are key multi-modal transportation spines within Saanich that connect us to neighbouring communities and regional destinations. Future efforts will look to redevelop these areas as vibrant, walkable, mixed-use hubs of community activity.

Plans for Centre and Corridor areas are focused on regions identified for significant growth and change in the OCP and Regional Growth Strategy. These studies, which often incorporate portions of multiple Local Areas, provide an opportunity to tailor planning boundaries to match the scope of planning issues being addressed. The Shelbourne Valley Action Plan is an example of a Centre/Corridor planning study.

Villages not included in Centre/Corridor planning areas are generally smaller in scale, not on major transportation routes and would be addressed through LAP updates. Figure 2 shows the five proposed Centre and Corridor planning areas and how they relate to Local Area boundaries.

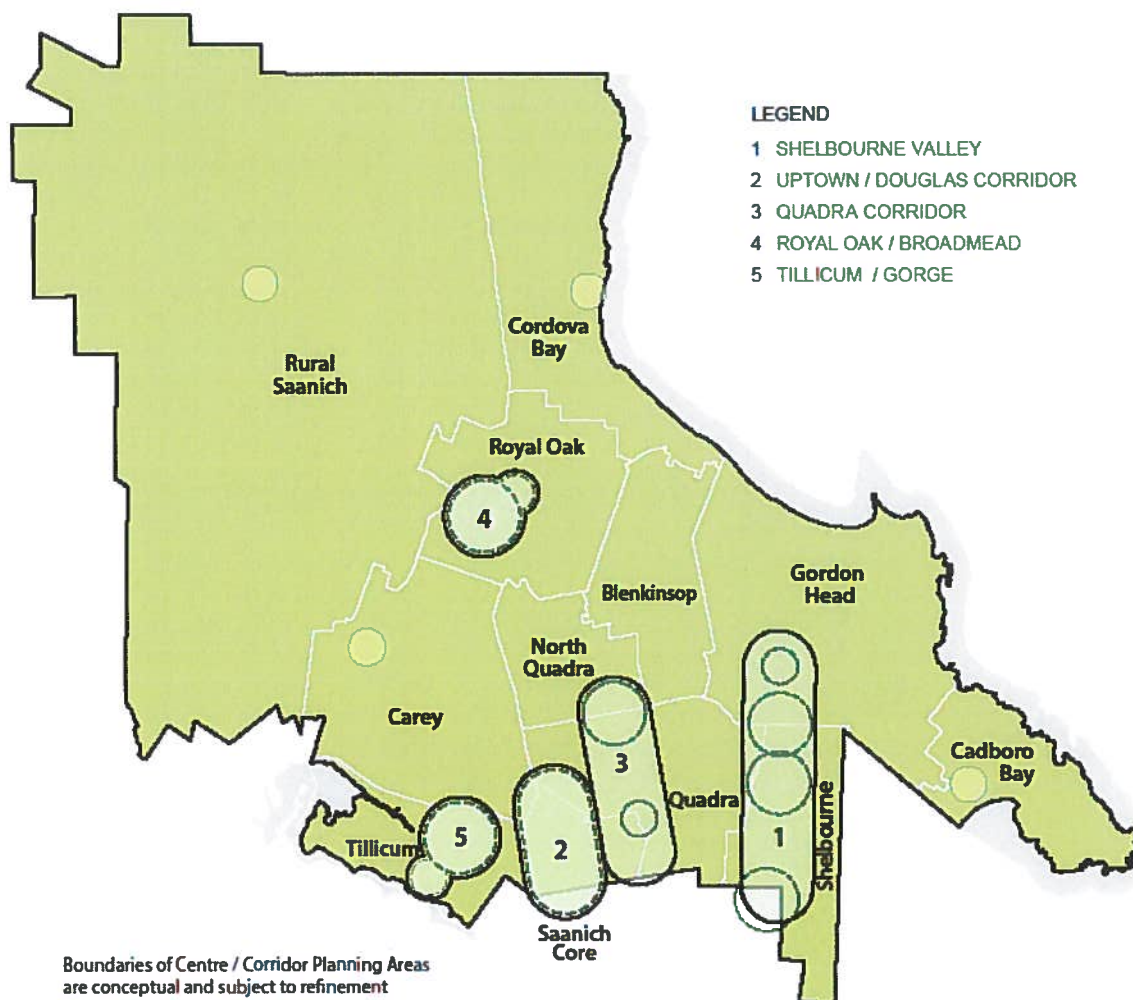


Figure 2: Local Areas and Centre/Corridor Areas

Stream 3 - Policy Initiatives

Many planning issues where municipal support and/or policy development is sought, are common across all, or multiple, Local Planning Areas/Neighbourhoods. Examples of such issues are: affordable housing; sensitive infill development; urban agriculture; accessibility; sustainable development; design guidelines; and support for seniors, youth and young families, etc. While such issues can be addressed as part of a Local Area Planning process, it makes better use of resources, and most often delivers better solutions, when looked at as part of a District/Region wide process.

The Secondary Suites programme, Accessible Housing Requirements and Access to Transit Guidelines are a few examples of valuable Saanich wide planning initiatives. Within this work stream we have also included work the Section does related to small area planning studies, Community Public Art, Heritage related applications and programs; agricultural policy and programs; and required support for regional and inter-departmental initiatives such as Affordable Housing, Active Transportation Master Plan and the Regional Growth (Sustainability) Strategy.

CONSULTATION

Neighbourhood Associations

In order to evaluate the best approach for updating Local Area Plans (LAPs), three workshops were held with Neighbourhood Association members. The workshops focused on identifying pressing local issues, exploring alternatives for LAP updates and considering linkages to Centre/Corridor Plans and Policy Initiatives. Approximately 80 participants in total attended the three workshops.

While a diversity of opinions were expressed at the workshops, strong themes emerged with respect to participants' preferences for the update of LAPs and priorities for the Community Planning Work Plan, including:

- Interest in focusing planning attention where growth and change is most significant;
- A desire for shorter, more focused LAP update timelines (quicker timelines with a reduced scope);
- Support for balancing resources between LAP updates, Centre/Corridor Plans and Policy Initiatives; and
- Interest in better linking LAP updates to other Saanich and regional initiatives.

Private feedback ballots were used to assess support for various directions at each of the three workshops. The results of the private ballots were as follows:

- Unanimous support for a different approach to LAP updates, rather than conventional 24-month process with chronological updating of plans (Workshop 1);
- 95% support for an approach that balanced resources between LAP updates, Centre and Corridor Plans and Policy Initiatives (Workshop 2); and
- Two-thirds support for a Community Planning Work Plan that balanced resources between the three streams and prioritized work as proposed in Option1 of this report (Workshop 3).

Planning, Transportation and Economic Development Advisory Committee

On June 11, 2015 staff presented an overview of the Community Planning Work Plan report to the Planning, Transportation and Economic Development Advisory Committee. At that meeting, the Committee made the following motion:

“That the Planning, Transportation and Economic Development Advisory Committee recommends that Council consider allocating adequate manpower and resources to the Planning Department for updating the Local Area Plans.”

PROPOSED WORK PLAN – OPTIONS & RESOURCES

This section presents an overview of the three Community Planning Work Plan options, followed by discussion of required resources to implement the Work Plan and an explanation of how priorities were determined within each stream of work. Scenarios presented are based on the assumption of the continuation of existing staff and budgetary resource levels.

Each of the three options identified below lay out a proposed work program for the next decade. Included in this work program are approximate timelines for the update of the LAPs, development of Centre and Corridor Plans and completion of Policy Initiatives.

OPTIONS

Option 1: Balanced Focus

The overall premise of Option 1, consistent with feedback received from Neighbourhood Association members, is to balance resources between the three streams of community planning work. Significant resources would be dedicated to Local Area Plan updates, Centre and Corridor Plans and Policy Initiatives in this scenario.

The overall timeline for the update of Local Area Plans and development of Centre and Corridor Plans would be extended in comparison to an approach that focused extensively on one stream. However, in this scenario, consistent progress would be made on a range of Community Planning projects and flexibility would be maintained to deal with a broad spectrum of community issues and concerns. In workshops with Neighbourhood Association members, support was expressed for this option.

Staff recommend this option, as it directs planning attention to all three streams of work, has community support, and provides flexibility to address a range of planning issues.

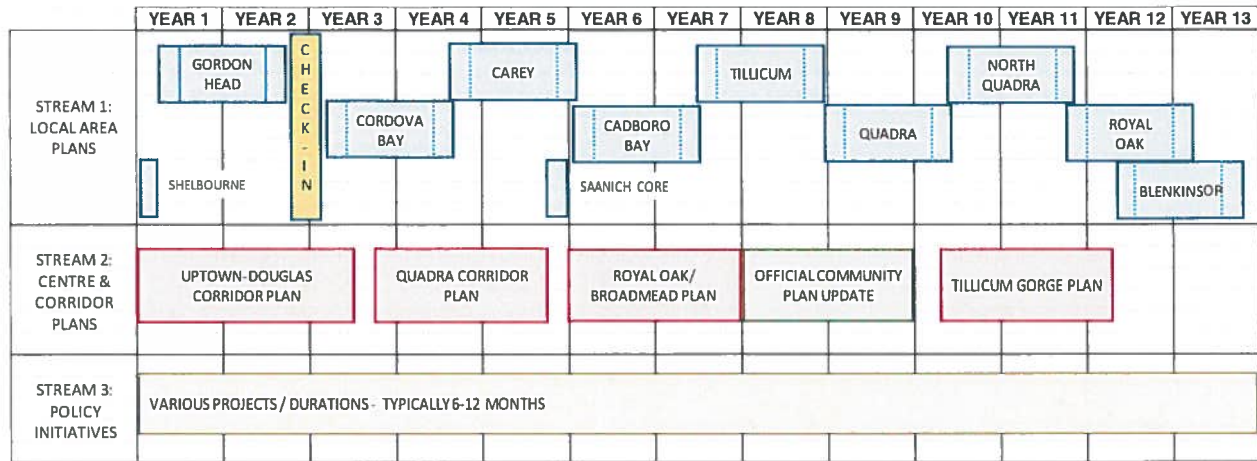


Figure 3: Community Planning Work Plan with Balanced Focus (Option 1)

Option 2: Local Area Plan Focus

Option 2 prioritizes Local Area Plan updates above other streams of work. In this scenario, the majority of Local Area Plans would be completed in a relatively short time horizon, however Centre and Corridor Plans would be completed more slowly and limited resources would be available to address strategic Policy Initiatives.

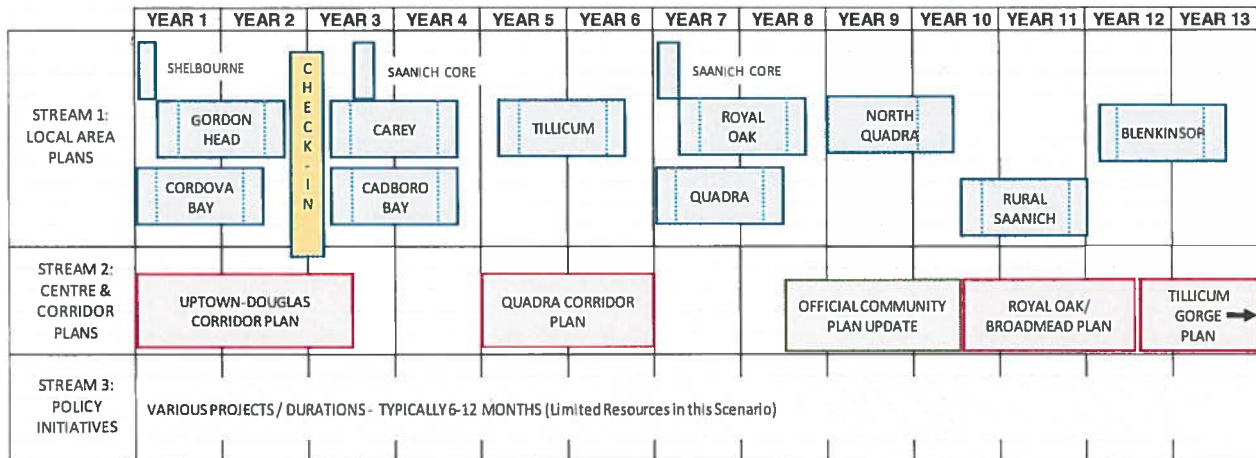


Figure 4: Community Planning Work Plan with Local Area Plan Focus (Option 2)

Option 3: Centre and Corridor Focus

Option 3 dedicates the majority of short-term resources to developing plans for Centre and Corridor areas where the majority of growth and change is occurring. In this scenario, the remaining Centre and Corridor Plans are anticipated to be completed in just over five years. This option was not presented at the workshop with Neighbourhood Associations, but was added in response to comments received from Neighbourhood Association members. From a purely planning perspective, there is a sound rationale for this option, as it provides focused planning attention in those areas expected to undergo significant growth and change. However, an implication of this option is that the update of LAPs would not be initiated until six years from now.

| | YEAR 1 | YEAR 2 | YEAR 3 | YEAR 4 | YEAR 5 | YEAR 6 | YEAR 7 | YEAR 8 | YEAR 9 | YEAR 10 | YEAR 11 | YEAR 12 | YEAR 13 |
|--|--|-------------------------|--------|------------------------------|---------------------|----------------------|--------|-----------------------------------|--------|-------------------------|---------|------------------------|---------|
| STREAM 1: LOCAL AREA PLANS | | SHELBOURNE | | SAANICH CORE | | CORDOVA BAY CAREY | | CADBORO BAY | | GORDON HEAD TILLICUM | | QUADRA NORTH QUADRA | |
| STREAM 2: CENTRE & CORRIDOR PLANS | UPTOWN-DOUGLAS CORRIDOR PLAN | | | ROYAL OAK/ BROADMEAD PLAN | | | | OFFICIAL COMMUNITY PLAN UPDATE | | | | | |
| | | QUADRA CORRIDOR PLAN | | | TILLICUM GORGE PLAN | | | | | | | | |
| STREAM 3: POLICY INITIATIVES | VARIOUS PROJECTS / DURATIONS - TYPICALLY 6-12 MONTHS | | | | | | | | | | | | |

Figure 5: Community Planning Work Plan with Centre and Corridor Plan Focus (Option 3)

RESOURCES

The staffing resources required for each of the Work Plan items varies and can involve the supplementation of consultant resources. In general, it is anticipated that a Local Area Plan update will require the equivalent of two full time staff (including technical resources). Centre and Corridor plans, which typically deal with a more complex set of issues, will require the equivalent of approximately three full time staff. Policy Initiatives are generally smaller in scope and require either all or a portion of one staff member’s time.

From a staffing perspective, the Community Planning Division consists of a Manager, four Planners and a Planning Technician. While the Division’s work is primarily project-oriented, a number of day to day tasks, such as the review and processing of heritage applications and involvement in regional and interdepartmental initiatives represents a significant time commitment.

If Option 1 were endorsed by Council, it would mean that one Planner would be assigned to Centre and Corridor Plans, one Planner would be assigned to Local Area Plan updates, and one Planner would assigned to Policy Initiatives. Additionally, one Planner would work on Heritage, Public Art and Agriculture files, while serving as a support for Local Area Plan and Centre and Corridor Plan initiatives as needed. Finally, the Planning Technician would provide support for all projects. In Option 2, two Planners would be assigned to Local Area Plan updates, while the other Planner would alternate between Centre and Corridor plans and Policy Initiatives. In Option 3, three Planners would be primarily assigned to Centre and Corridor plans.

In each of the options, consultant resources would be required to deliver Local Area Plan updates and Centre and Corridor Plans within proposed timelines. At present, Council has allocated funding for the Uptown-Douglas Corridor Study, the first two Local Area Plan updates and the development of an Agriculture and Food Security Plan. As work proceeds, Council would need to consider additional funding to ensure the continued competition of Work Plan items.

Should Council wish to expedite the development of additional LAPs, or include further work items, additional resources would need to be allocated. While consultant resources are helpful

to delivering additional projects, there are some limitations with respect to overall project administration and technical capacity.

WORK PLAN PRIORITIES WITHIN EACH STREAM

Development of the Community Planning Work Plan priorities involved the consideration of LAP updates and Centre/Corridor Plans and how they could be delivered in a manner that optimized use of resources and effectively addressed areas of concern. Other key considerations in developing the work plan and sequence of planning studies included the following:

- Providing planning attention to areas where growth and change is occurring or is anticipated to occur;
- Avoiding duplication of planning efforts; and
- Aligning with other Saanich and regional planning initiatives.

In the interest of limiting a duplication of efforts, it is proposed that the Shelbourne Local Area Plan and Saanich Core Local Area Plan be subject to a minor update at this time, as greater than 50% of their land area is addressed in high priority Centre and Corridor planning areas. This minor update would be limited to updating maps and graphics, modernizing the format, and integrating directions from recently adopted Centre/Corridor Plans and other plans relevant to the local area's geography. All other LAPs are recommended to be updated in accordance with the proposed 18-month process listed in the Local Area Planning Program Terms of Reference.

Local Area Plans

One of the key components of developing a Community Planning Work Plan is determining which of the existing Local Area Plans is of highest priority to update. Feedback received from Neighbourhood Associations indicated the desire to look at a range of considerations, as opposed to simply updating the oldest plan first. To evaluate the relative priority of each local area, five criteria were used that looked at current and projected development activity, the age of the existing plan and the relationship to Centre and Corridor planning areas. A description of each of the criteria is provided in Table 1.

| | Criteria | Measure | Rationale |
|---|--|---|---|
| 1 | Recent Development Activity | Number of development and subdivision applications per km ² – past 5 years | Captures intensity of development activity within local area boundary as an indicator of relative change area is experiencing |
| 2 | Projected Dwelling Unit Increase | Projected dwelling unit increase per hectare to 2038 | Indicates the relative amount and intensity of change projected to occur |
| 3 | Age of Existing Plan | Years since last Local Area Plan was adopted | Indicates the length of time that has elapsed since the area has received comprehensive planning attention |
| 4 | Presence of Village | Presence or absence of a Village not addressed in Centre/Corridor Plans | Places a greater emphasis on planning for areas that contain a OCP-defined “Village” that is not located in a Centre or Corridor Plan |
| 5 | Coverage in Centre and Corridor Plans | Amount of Local Area contained within Centre/Corridor Planning Areas | Accounts for local areas that will experience significant planning in other processes |

Table 1: Criteria for Prioritization of Local Area Plan Updates

Each of the local areas was scored and ranked based on the above criteria. A full summary of the criteria and rankings is available in Attachment A. Based on this scoring and adjustments to optimize alignment with other initiatives, LAP update priorities were ranked as follows:

1. Gordon Head
 2. Cordova Bay
 3. Carey
 4. Cadboro Bay
 5. Tillicum
 6. Quadra
 7. North Quadra
 8. Royal Oak
 9. Rural Saanich
 10. Blenkinsop
- Saanich Core (minor update)*
Shelbourne (minor update)

In general, the priority order follows the criteria scoring, however, two adjustments were made to the initial rankings to provide optimal alignment with Centre and Corridor planning studies and other ongoing planning processes:

- The Gordon Head LAP update was moved up to capitalize on planning work undertaken as part of the Shelbourne Valley Action Plan and also to align with the UVIC Campus Plan currently underway; and
- The Carey LAP update was moved back to follow the Uptown-Douglas Corridor Plan, which will be studying an area of the Carey local area currently undergoing significant change.

Centre/Corridor Plans

The development of Centre/Corridor Plans for the five areas identified in Figure 2 would provide clear policy guidance for the vast majority of the municipality that is anticipated to experience significant future growth and change. The relative priority of Centre/Corridor Plans has already been partially established, as the Shelbourne Valley Action Plan process is concluding, the Uptown-Douglas Corridor Plan is being initiated and Tillicum-Gorge area was subject to relatively recent planning as part of the 2005 Tillicum Burnside Action Plan.

Of the two remaining areas, the Quadra Corridor is recommended for prioritization before the Royal Oak-Broadmead area as it is subject to a greater amount of development pressure and land use change. Therefore, Centre and Corridor Plans are proposed to be undertaken in the following order:

1. Shelbourne Valley (Draft Plan complete)
2. Uptown-Douglas Corridor (To be initiated in 2015)
3. Quadra Corridor
4. Royal Oak-Broadmead
5. Tillicum-Gorge (Tillicum Burnside Action Plan adopted in 2005)

Policy Initiatives

Priorities for Policy Initiatives will be determined through future Council Strategic Planning sessions. Based on the directions from Council's Strategic Plans and motions made in the Chamber, a sample of some of the Policy initiatives currently being/to be worked on are:

- The development of a Local Agriculture and Food Security Action Plan;
- Implementation of key mobility initiatives from the Shelbourne Valley Action Plan;
- Development of a Heritage Procedures Bylaw and Heritage Minimum Maintenance Bylaw;
- Urban Goats Process Option Report;
- Study of Secondary Suites in Accessory Buildings;
- Regulatory changes to enable Farmer's Markets;
- Bowker Creek Design Guidelines with City of Victoria, Oak Bay and the CRD;
- Regional Sustainability Strategy update with the CRD;
- Option Report regarding a Local/Regional Farm Land Trust;
- Heritage Designation for the Municipal Hall (interior);
- Alternative Transportation Fund (akin to the Affordable Housing Fund);
- Fence heights on rural properties.

The above list illustrates that there are many important community-wide initiatives that have been identified by Council. Through Council Strategic Planning sessions, priorities can be established amongst this list, in consideration of new emerging priorities. Depending on the Community Planning Work Plan Option selected, the resources available to address Policy Initiatives will vary.

WORK PLAN CHECK-IN

Whichever Work Plan Option is selected, it is recommended that the new approach proposed for LAP updates and Centre/Corridor studies be reviewed and assessed on a regular basis to ensure lessons learned can be integrated into subsequent processes.

Following the first LAP update, staff will conduct a check-in to review the successes and failures of the first planning process and provide a report to Council on lessons learned and any recommended modifications to future planning processes.

LOCAL AREA PLANNING PROGRAM TERMS OF REFERENCE

The purpose of the Local Area Planning Program Terms of Reference is to provide a framework for overseeing the efficient and effective update of existing LAPs. The Terms of Reference includes direction regarding the scope of plans, planning and public engagement processes and roles and responsibilities of involved parties. The Local Area Planning Program Terms of Reference is included as Attachment B. Through approval of the Terms of Reference, Council would provide clear guidance to staff on the how Local Area Plans would be updated.

The Terms of Reference was developed through an assessment of the existing approach, feedback received from Neighbourhood Association workshop participants, and an exploration of models used in other communities. The Terms of Reference has been crafted to provide clarity to all parties as to how LAPs could be updated, as well as to create a standardized process that would enable the efficient update of plans.

Key elements of LAP updates are proposed to be:

- An 18-month plan update process with a 12-month public process;
- A standard process with standard phases, deliverables and timelines for each plan update;
- A focused scope to LAP updates that directs the majority of attention to a limited number of priority issues; and
- A Project Advisory Committee that would be a component of each LAP update, advising on process, helping to promote the project and providing input on plan concepts.

The scope of the plan updates would be focused, meaning not all components of the LAP would be updated, but rather specific priority issues would be the focus of the plan update (not a comprehensive review and update of every topic area). Priority issues would be determined through a community process in the initial stages of the project.

The specific process and scope of Centre and Corridor Plans is proposed to be handled through individual Terms of Reference for each project. The complexity and scope of issues addressed in these initiatives is such that a specific Terms of Reference is warranted.

SUMMARY

This report lays out general options for addressing community planning issues over the next decade. While there are a significant number of planning issues that are important to address, the endorsement of a Work Plan by Council would provide clarity on areas of focus and the timing of various planning studies.

Option 1: Balanced Focus is recommended by staff as it dedicates a significant amount of resources to address the three primary streams of work that the Community Planning Division undertakes: Local Area Plan updates, Centre and Corridor Plans and Policy Initiatives. This allows the foundational Local Area Plans to remain current, enables major areas of anticipated growth to be planned for through Centre and Corridor Plans and retains flexibility to proactively address community concerns through Policy Initiatives.

The Local Area Planning Program Terms of Reference provides a framework to guide the efficient and effective update of existing Local Area Plans. The Terms of Reference includes guidance for the scope of plans, planning and public engagement processes and roles and responsibilities of involved parties. Through approval of the Terms of Reference, Council would provide clear guidance to staff on how Local Area Plans would be updated

Collectively, the items before Council provide a roadmap for how and when key community planning activities would be undertaken in the coming years. Council endorsement of a general Community Planning Work Plan Option and the Local Area Planning Program Terms of Reference will provide a framework for advancing a number of key initiatives in the community.

RECOMMENDATION

That Council endorse:

1. The Community Planning Work Plan Option 1 – Balanced Focus, that identifies future priorities for three streams of work:
 - Local Area Plan Updates;
 - Centre and Corridor Plans; and
 - Policy Initiatives.

2. The Local Area Planning Program Terms of Reference (Attachment B)

Report prepared by: 

 Cameron Scott, Manager of Community Planning

Report reviewed by: 

 Sharon Hvozdzanski, Director of Planning


CS/gv
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Attachment A: Criteria used to Prioritize Local Area Plan Updates
 Attachment B: Local Area Planning Terms of Reference

cc: Andy Laidlaw, Administrator
 Graham Barbour, Manager of Inspection Services

ADMINISTRATOR’S COMMENTS:

I endorse the recommendation of the Director of Planning.


 Andy Laidlaw, Administrator

Attachment A: Local Area Planning Prioritization Criteria

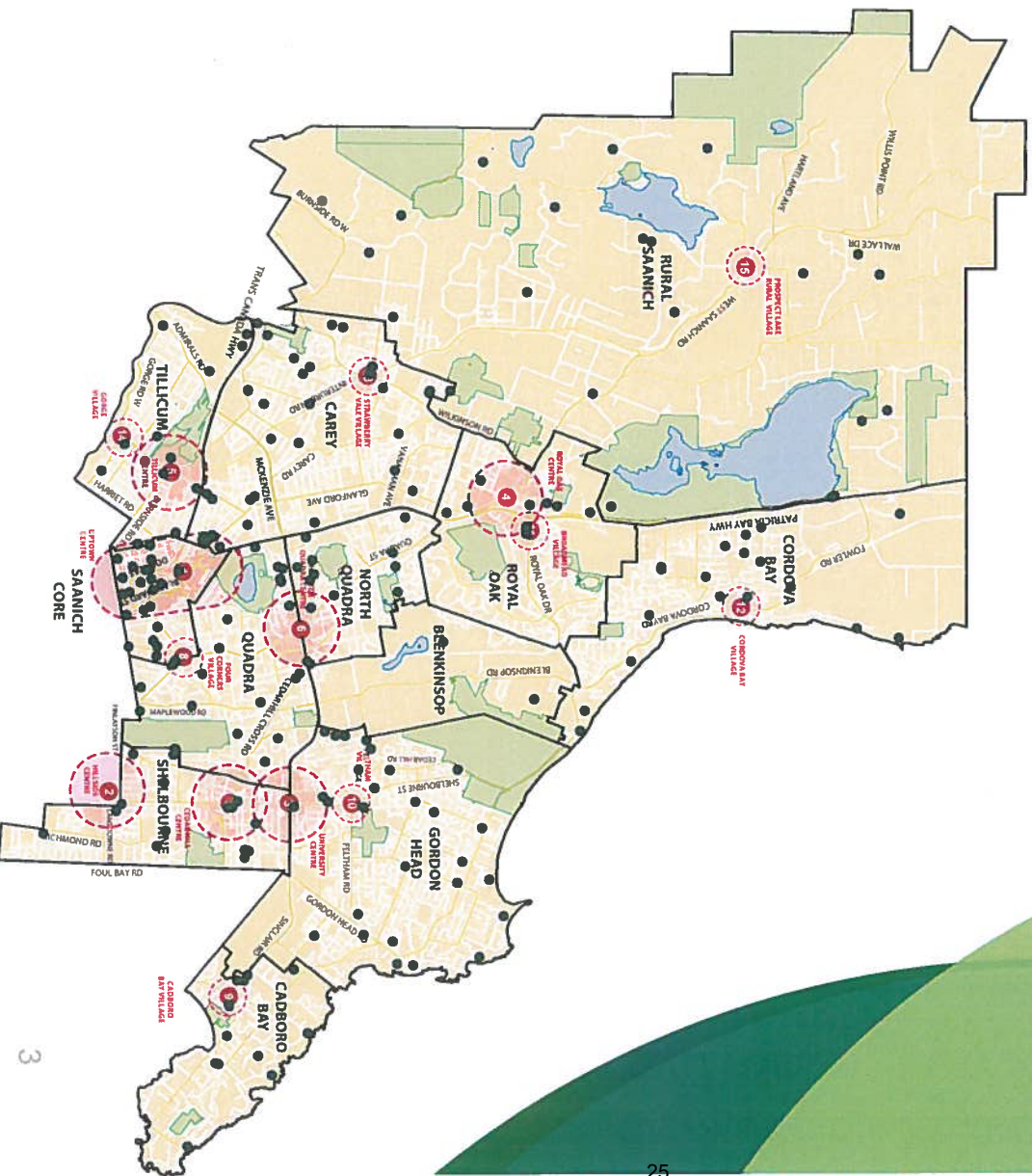


Criteria for Prioritization of Local Area Plan Updates

| Criteria | Measure | Rationale |
|---|---|---|
| 1 Recent Development Activity | Number of development and subdivision applications per km ² – past 5 years | Captures intensity of development activity within local area boundary as an indicator of relative change area is experiencing |
| 2 Projected Dwelling Unit Increase | Projected dwelling unit increase per hectare to 2038 | Indicates the relative amount and intensity of change projected to occur |
| 3 Age of Existing Plan | Years since last Local Area Plan was adopted | Indicates the length of time that has elapsed since the area has received comprehensive planning attention |
| 4 Presence of Village | Presence or absence of a Village not addressed in Centre/Corridor Plans | Places a greater emphasis on planning for areas that contain a OCP-defined “Village” that is not located in a Centre or Corridor Plan |
| 5 Coverage in Centre and Corridor Plans | Amount of Local Area contained within Centre/Corridor Planning Areas | Accounts for local areas that will experience significant planning in other processes |

Criteria #1: Recent Development Activity

| Rank | Local Area | Dev't apps / sq. km |
|------|---------------|---------------------|
| 1 | Saanich Core | 19.8 |
| 2 | North Quadra | 6.4 |
| 3 | Carey | 5.3 |
| 4 | Tillicum | 5.1 |
| 5 | Shelbourne | 4.6 |
| 6 | Quadra | 4.0 |
| 7 | Cadboro Bay | 3.3 |
| 8 | Gordon Head | 3.0 |
| 9 | Cordova Bay | 2.3 |
| 10 | Royal Oak | 1.7 |
| 10 | Rural Saanich | 0.5 |
| 10 | Blenkinsop | 0.5 |



Criteria #2: Projected Dwelling Unit Increase

| Rank | Local Area | Projected DU increase / ha |
|------|---------------|----------------------------|
| | Saanich Core | 11.61 |
| 1 | Tillicum | 4.89 |
| | Shelbourne | 2.37 |
| 2 | Quadra | 1.78 |
| 3 | Carey | 1.38 |
| 4 | Royal Oak | 1.36 |
| 5 | North Quadra | 1.14 |
| 6 | Gordon Head | 0.82 |
| 7 | Cadboro Bay | 0.63 |
| 8 | Cordova Bay | 0.33 |
| 9 | Blenkinsop | 0.07 |
| 10 | Rural Saanich | 0.07 |

Dwelling Unit projections to 2038 from CRD Study completed by Urban Futures (2015)

Criteria #3: Age of Existing Plan



| Rank | Local Area | Year Plan Adopted |
|---------|---------------|-------------------|
| 1 | Gordon Head | 1997 |
| 2 | Cordova Bay | 1998 |
| | Shelbourne | 1998 |
| 3 | Carey | 1999 |
| | Saanich Core | 1999 |
| 4 | Tillicum | 2000 |
| 5 (tie) | Royal Oak | 2001 |
| 5 (tie) | Quadra | 2001 |
| 7 | Cadboro Bay | 2002 |
| 8 (tie) | North Quadra | 2003 |
| 8 (tie) | Blenkinsop | 2003 |
| 10 | Rural Saanich | 2007 |

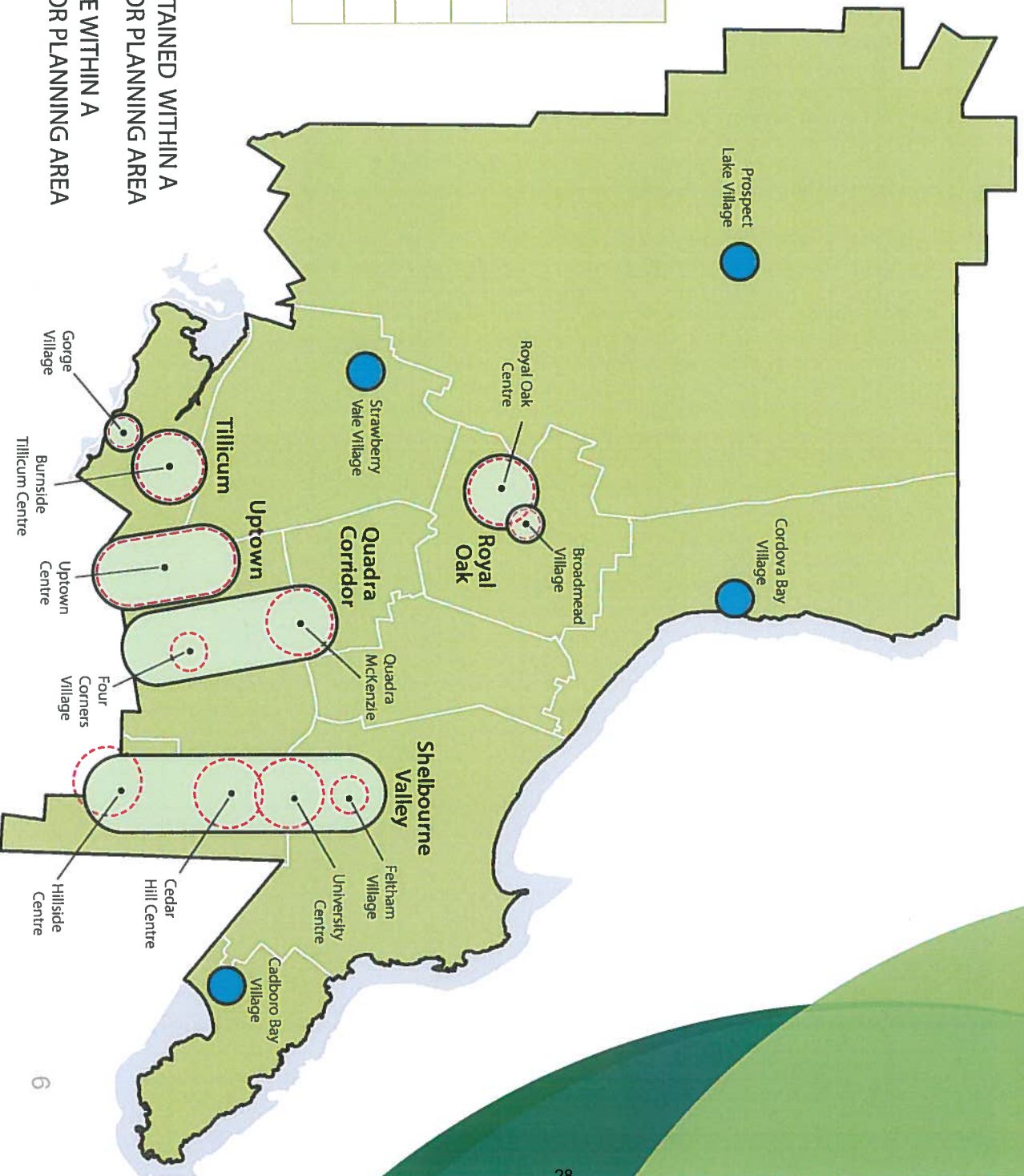


CRITERIA #4: Presence of Village

| |
|---|
| Local Areas with a Village not in a Centre/Corridor Planning Area |
| Cordova Bay |
| Cadboro Bay |
| Carey |
| Rural Saanich |

LEGEND

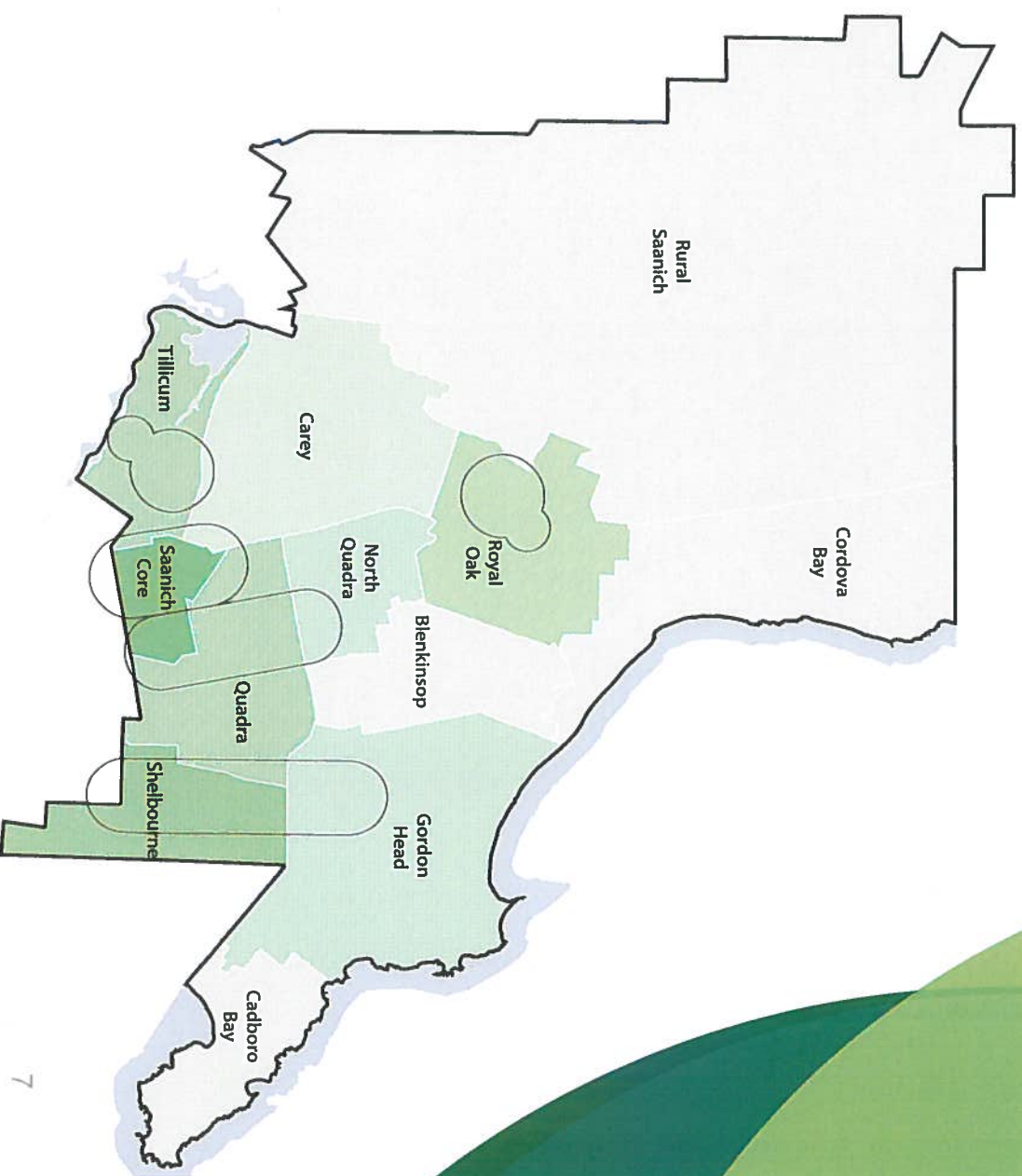
-  VILLAGE NOT CONTAINED WITHIN A CENTRE / CORRIDOR PLANNING AREA
-  CENTRE OF VILLAGE WITHIN A CENTRE / CORRIDOR PLANNING AREA



Criteria #5: Coverage in Centre and Corridor Planning Areas

(% of LAP included within a Centre/Corridor Planning Area)

| Rank | Local Area | Est. Coverage in C&C |
|---------|---------------|----------------------|
| 1 (tie) | Cordova Bay | 0% |
| 1 (tie) | Rural Saanich | 0% |
| 1 (tie) | Cadboro Bay | 0% |
| 4 | Blenkinsop | 1% |
| 5 | Carey | 2% |
| 6 | Gordon Head | 11% |
| 7 | North Quadra | 14% |
| 8 | Royal Oak | 16% |
| 9 | Tillicum | 24% |
| 10 | Quadra | 4.3% |
| | Shelbourne | 53% |
| | Saanich Core | 99% |

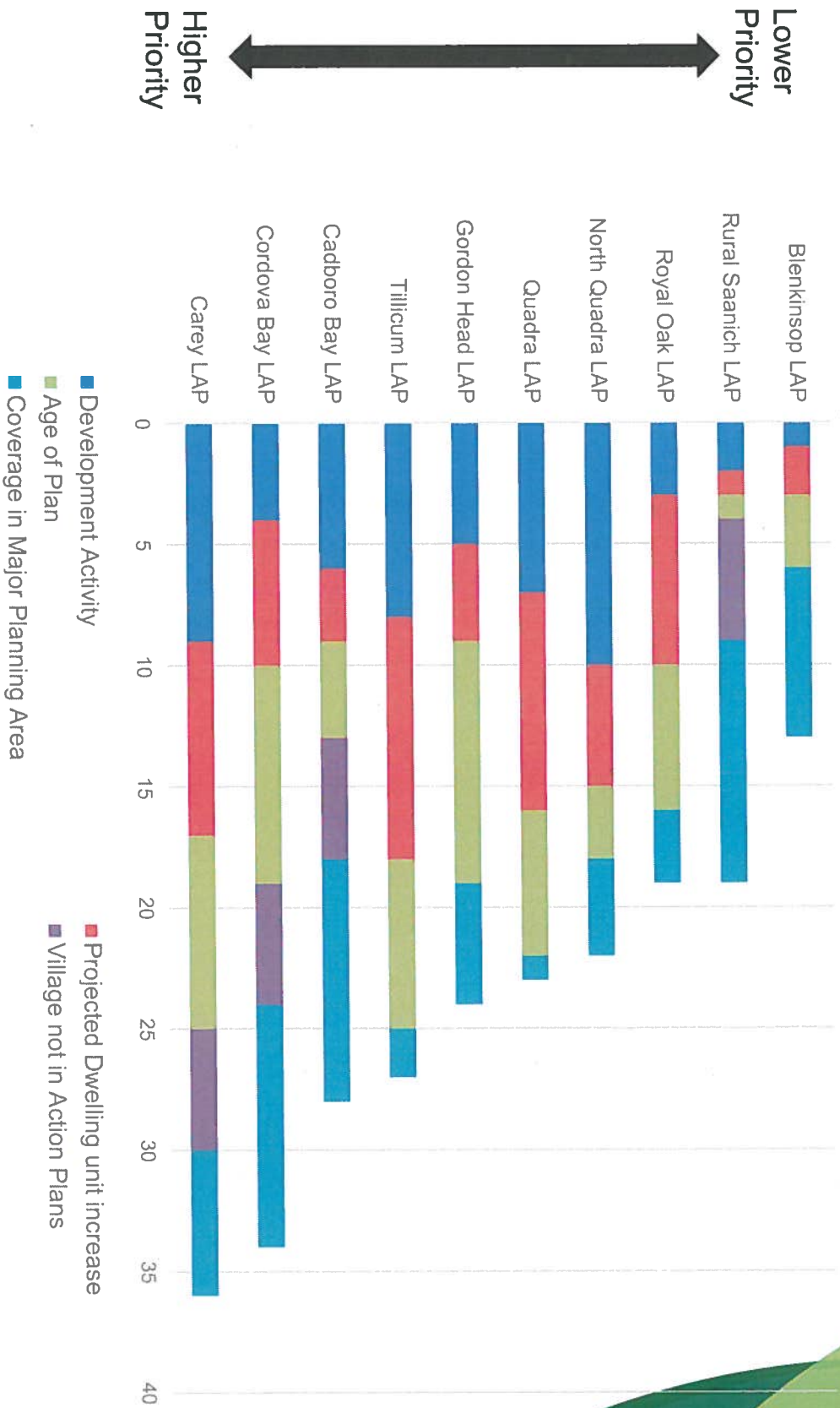


Initial Summary and Scoring of Prioritization Criteria

| Local Area Plan | Development Activity | Projected Dwelling Unit increase | Age of Plan | Village not in Centre/Corridor Plan Area | Coverage in Centre/Corridor Plan Area | Total |
|-------------------|----------------------|----------------------------------|-------------|--|---------------------------------------|-------|
| Carey LAP | 9 | 8 | 8 | 5 | 6 | 36 |
| Cordova Bay LAP | 4 | 6 | 9 | 5 | 10 | 34 |
| Cadboro Bay LAP | 6 | 3 | 4 | 5 | 10 | 28 |
| Tillicum LAP | 8 | 10 | 7 | 0 | 2 | 27 |
| Gordon Head LAP | 5 | 4 | 10 | 0 | 5 | 24 |
| Quadra LAP | 7 | 9 | 6 | 0 | 1 | 23 |
| North Quadra LAP | 10 | 5 | 3 | 0 | 4 | 22 |
| Royal Oak LAP | 3 | 7 | 6 | 0 | 3 | 19 |
| Rural Saanich LAP | 2 | 1 | 1 | 5 | 10 | 19 |
| Blenkinsop LAP | 1 | 2 | 3 | 0 | 7 | 13 |

- Highest priority = 10 points
- Lowest priority = 1 point
- Criteria 4 is exception: 5 points for Village not in Centre/Corridor planning area

Initial Summary and Scoring of Prioritization Criteria



Adjustment to Align with Timing of Centre and Corridor Plans

The following adjustments were made to proposed phasing to allow for optimal alignment with Centre and Corridor Plans:

- Gordon Head LAP moved up to follow-up on Shelbourne Valley Action Plan
- Carey LAP moved back to align with Uptown-Douglas Corridor Plan

Proposed Local Area Plan Update Order

Criteria Ranking

1. Carey
2. Cordova Bay
3. Cadboro Bay
4. Tillicum
5. Gordon Head
6. Quadra
7. North Quadra
8. Royal Oak
9. Rural Saanich
10. Blenkinsop



Proposed Order

1. Gordon Head
2. Cordova Bay
3. Carey
4. Cadboro Bay
5. Tillicum
6. Quadra
7. North Quadra
8. Royal Oak
9. Rural Saanich
10. Blenkinsop

ATTACHMENT B:
Local Area Planning Program
Terms of Reference

September 1, 2015

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1. PURPOSE

The purpose of the Local Area Planning Program Terms of Reference is to provide a framework for guiding the efficient and effective updating of existing Local Area Plans.

Additionally, the Terms of Reference addresses how plans for five Centre and Corridor planning areas can complement and build upon Local Area Plan updates.

2. INTRODUCTION

Local Area Plans provide a framework to help guide and manage positive change in a neighbourhood, while also seeking to further District-wide goals. Local Area Plans have helped guide growth and change in the neighbourhoods of Saanich since the 1970s. The plans have been updated on a regular basis, typically in response to the adoption of an Official Community Plan (OCP). The most recent round of updates of the 12 local area plans occurred from 1997-2007 after the adoption of the General Plan in 1993.

The current OCP, adopted in 2008, establishes a District-wide approach to sustainability as a priority for Saanich going forward. A key emphasis of future Local Area Plan updates will be to integrate a sustainability lens, both through modernizing approaches to existing issues and addressing new and emerging issues. In many instances, existing plans will require significant updates to address contemporary sustainability challenges, such as climate change mitigation and adaptation.

The OCP emphasizes the concept of Villages, Centres and Corridors as key areas to focus future sustainable growth and change. Parallel initiatives in Centre and Corridor areas, which include the majority of OCP-designated Centres and Villages, will take place in concert with Local Area Plan updates to provide detailed plans for these areas where significant growth and change is anticipated. Map 1 shows how the proposed Centre and Corridor planning areas relate to Local Area boundaries. *A standard Terms of Reference for Centre and Corridor Plans are not identified in this document, as individual Terms of Reference will be developed for each of these studies.* However, the interplay between the two types of plans is addressed.

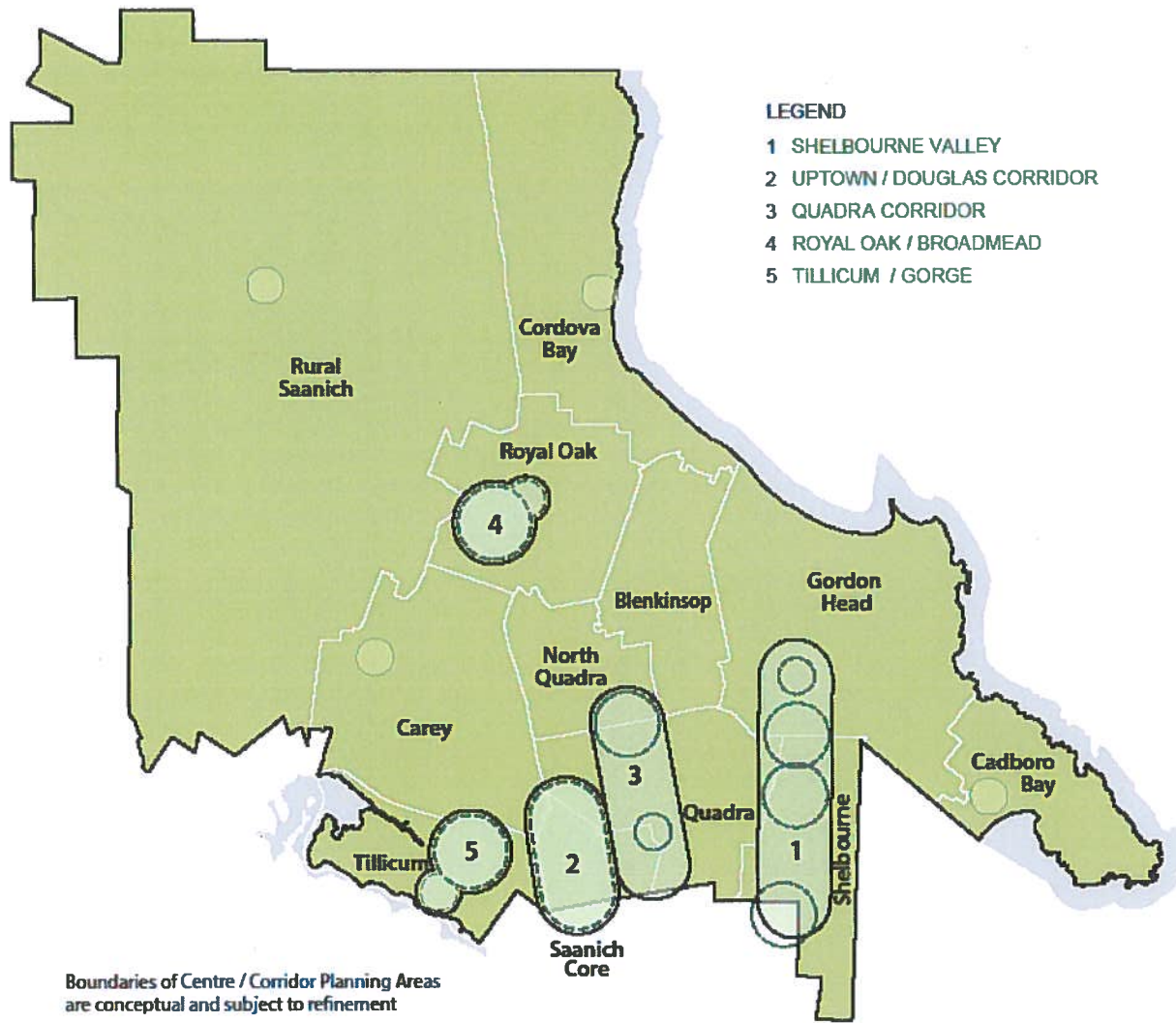


Figure 2: Local Areas and Centre/Corridor Areas

3. LOCAL AREA PLANNING PROGRAM GOALS

Key goals of the Local Area Planning Program are to:

- Identify a **standardized process** to enable the efficient and timely update of all Local Area Plans;
- Identify **key scope elements** that should be considered in each Local Area Plan update;
- Ensure a range of meaningful **public engagement** opportunities are available early and often in each process;
- Outline future **local area planning priorities**;
- Clearly define **roles and responsibilities** for developing and implementing Local Area Plans; and
- Provide direction for the formation and operation of **Project Advisory Committees**.

4. PRINCIPLES

The following principles will guide the planning and public engagement process for each Local Area Plan update:

Sustainability Focus: Saanich has made a commitment to sustainability through the OCP and actions identified in the Strategic Plan. Each local area planning process, within their unique context of the specific local area, will fully explore opportunities to contribute to the municipality's broader vision of sustainability.

Inclusive Process: Each local area planning process will strive to be as open and inclusive as possible, providing local residents, businesses, stakeholders and other community members with a broad range of opportunities to engage in the development of the plan.

Informed discussions: Stakeholders will be provided with information about the planning process, study area, area issues and policy options, so they understand the process and issues and provide informed feedback.

Timeliness: A more focused update of Local Area Plans with shorter timelines will enable resources to be shared more equitably amongst neighbourhoods and reduce Local Area Plan "refresh cycles".

Coordinated: Local area planning efforts will be coordinated with other Saanich departments to ensure plan directions are integrated into future work plans. Additionally, where appropriate, collaboration will be encouraged with regional partners and external agencies to address issues that overlap boundaries or mandates.

5. SCOPE

The primary goal of Local Area Plans is to implement the vision of the OCP in a way that reflects the unique conditions and circumstances of each local area. While Local Area Plan updates will focus on priority issues in each Local Planning Area, the following topics will be key content considerations for each Local Area Plan:

- Social, economic and environmental sustainability, as guided by the OCP and relevant to the local area context;
- Climate change, including strategies to reduce greenhouse gas emissions and adapt to the impacts of climate change;
- Guidance to address future land use change and evaluate development proposals;
- Sustainable transportation networks that encourage more walking, cycling and transit use;
- Housing diversity and affordability;
- Protection of key environmental and cultural assets; and
- Parks, open space, and community services and facilities.

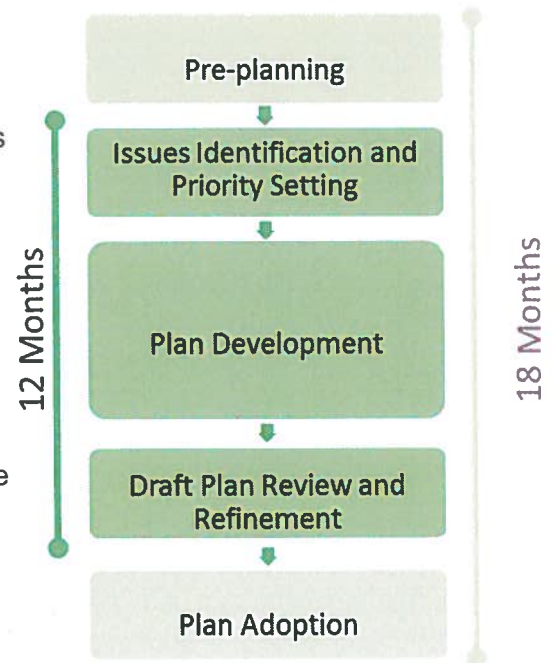
Local Area Plan updates will focus on a reduced number of priority topic areas. This would allow a shorter plan update timeframe, but will mean not every component of the existing plan is

updated in a comprehensive manner. Priority issues would be determined in the initial phases of the project and be informed by public engagement and background research. For a typical Local Area Plan update process, up to three issues/topics would be able to be addressed comprehensively, depending on the scale and complexity of potential issues.

6. PLANNING PROCESS

The standard process for updating Local Area Plans involves a 12 month period where the public would be actively involved. An overall timeframe of 18 months accounts for an initial preparatory period of three months to complete background research, conduct initial stakeholder outreach and prepare a public engagement strategy, as well as an additional three months to proceed through the formal adoption process.

Table 1 outlines a standard local area planning process with project phases, key activities and deliverables. The generalized process provides flexibility to adapt engagement approaches based on the characteristics of a particular local area.



| Phase | Activities | Key Deliverables | Duration |
|--|--|---|----------|
| Phase 1: Project Initiation | <p>Research and Analysis</p> <ul style="list-style-type: none"> Update maps and statistics in existing plans Assess implementation of existing plan Assess alignment with OCP Complete a scan to identify existing projects and policies <p>Public Engagement</p> <ul style="list-style-type: none"> Develop project website and other communication materials Develop list of key stakeholders Confirm engagement strategy Contact key stakeholders to identify issues Form Stakeholder Advisory Committee | <p>Updated maps and statistics</p> <p>Engagement Strategy</p> <p>Establishment of Advisory Committee</p> <p>Draft list of planning issues or topics to address in plan update</p> <p>Summary of relevant policies and studies influencing the planning area</p> | 3 months |
| Phase 2: Issues Identification and Priority Setting | <ul style="list-style-type: none"> Hold public engagement events to assess priorities and identify additional issues <ul style="list-style-type: none"> Public open house(s) or events Public survey Stakeholder Interviews / focus groups Other engagement tailored to demographics / attributes of the area Meetings with Council Advisory Committees Seek feedback on priorities to address within planning time frame (surveys) | <p>Comprehensive list of local planning issues</p> <p>Survey results indicating priority issues</p> <p>Refined list of priority issues to address in LAP update</p> <p>A vision statement for the local area</p> | 3 months |
| Phase 3: Plan Development | <ul style="list-style-type: none"> Open house/workshops to explore options related to priority issues Meetings with topic area experts / key stakeholders | <p>Preferred policy options</p> <p>Framework for developing the plan</p> | 3 months |
| | <ul style="list-style-type: none"> Staff development of Draft Plan Internal review of Draft Plan | Draft Local Area Plan | 3 months |
| Phase 4: Draft Plan Review and Refinement | <ul style="list-style-type: none"> Open house to review Draft Plan Stakeholder meetings Survey to assess support for plan Edits to draft plan based on public feedback | Final Draft Local Area Plan | 3 months |
| Plan Adoption | <ul style="list-style-type: none"> Develop staff report Council meeting Public Hearing | Adopted amended Local Area Plan | 3 months |

Table 1: Standard Local Area Planning Process

7. PUBLIC ENGAGEMENT

The key components of public engagement are outlined in the Process section of this Terms of Reference. Based on the International Association of Public Participation (IAP2) spectrum of public participation, Table 2 identifies the level of public engagement proposed in Local Area Plan updates. It should be noted that within each Local Area Plan update process there is flexibility to adapt public engagement methods to respond to the unique elements of each community.

| | Inform | Consult | Involve | Collaborate |
|---|---|--|---|---|
| Public Participation Goal | To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions | To obtain public feedback on analysis, alternative and/or decision | To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered | To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution. |
| Example of Local Area Planning Technique | Project website Newsletters, email updates Background research summaries | Public Survey Stakeholder interviews Open Houses | Workshops Stakeholder meetings Focus Groups | Project Advisory Committee |

Table 2: Proposed Engagement Activities on IAP2 Spectrum of Public Participation

In a typical Local Area Planning process the public and stakeholders would have numerous opportunities to participate. This includes identifying issues and opportunities in the first two phases, generating and providing feedback on policy options in Phase 3, and reviewing and providing comment on the Draft Plan in Phase 4.

8. SEQUENCE OF PLAN UPDATES

Priorities for Local Area Plan updates are determined by criteria that are used to evaluate planning need based on the age of existing plans, the level of anticipated growth and change, and optimal alignment with Centre/Corridor planning initiatives.

The local areas of Shelbourne and Saanich Core are not included in the ranking of priorities, as plans developed for Centre and Corridor areas would address over 50% of these Local Areas. For these two plans, it is proposed that minor updates occur that modernize the existing plans, update demographic and mapping information and ensure alignment with relevant recently-adopted plans. The approximate duration of these minor updates would be three months.

For the remaining ten local areas, five criteria were applied to rank priorities. The five criteria used for assessment are outlined in Table 3.

| | Criteria | Measure | Rationale |
|---|--|---|---|
| 1 | Recent Development Activity | Number of development and subdivision applications per km ² – past 5 years | Captures intensity of development activity within local area boundary as an indicator of relative change area is experiencing |
| 2 | Projected Dwelling Unit Increase | Projected dwelling unit increase per hectare to 2038 | Indicates the relative amount and intensity of change projected to occur |
| 3 | Age of Existing Plan | Years since last Local Area Plan was adopted | Indicates the length of time that has elapsed since the area has received comprehensive planning attention |
| 4 | Presence of Village | Presence or absence of a Village not addressed in Centre/Corridor Plans | Places a greater emphasis on planning for areas that contain a OCP-defined “Village” that is not located in a Centre or Corridor Plan |
| 5 | Coverage in Centre and Corridor Plans | Amount of Local Area contained within Centre/Corridor Planning Areas | Accounts for local areas that will experience significant planning in other processes |

Table 3: Criteria used to Rank Local Area Planning Priorities

The general order of plan updates is identified in Table 4. Available resources will dictate exact dates and timelines for plan updates. The overall intention is to coordinate Local Area Plan updates and Centre and Corridor planning initiatives to optimize the use of staff and community resources. In many instances, the Centre or Corridor Plan will precede and provide foundational content for subsequent Local Area Plan updates.

| Priority | Local Area Plan | Centre / Corridor Plan |
|----------|--------------------|--------------------------------------|
| 1 | Gordon Head LAP* | Shelbourne Valley Corridor |
| 2 | Cordova Bay LAP | Uptown-Douglas Corridor |
| 3 | Carey LAP* | Quadra Corridor |
| 4 | Cadboro Bay LAP | Royal Oak Centre / Broadmead Village |
| 5 | Tillicum LAP | Tillicum Centre / Gorge Village |
| 6 | Quadra LAP | |
| 7 | North Quadra LAP | |
| 8 | Royal Oak LAP | |
| 9 | Rural Saanich LAP | |
| 10 | Blenkinsop LAP | |
| | Shelbourne LAP** | |
| | Saanich Core LAP** | |

* Priority adjusted to align with other processes (see explanation below)

**Minor update proposed

Table 4: Local Area Planning Priorities

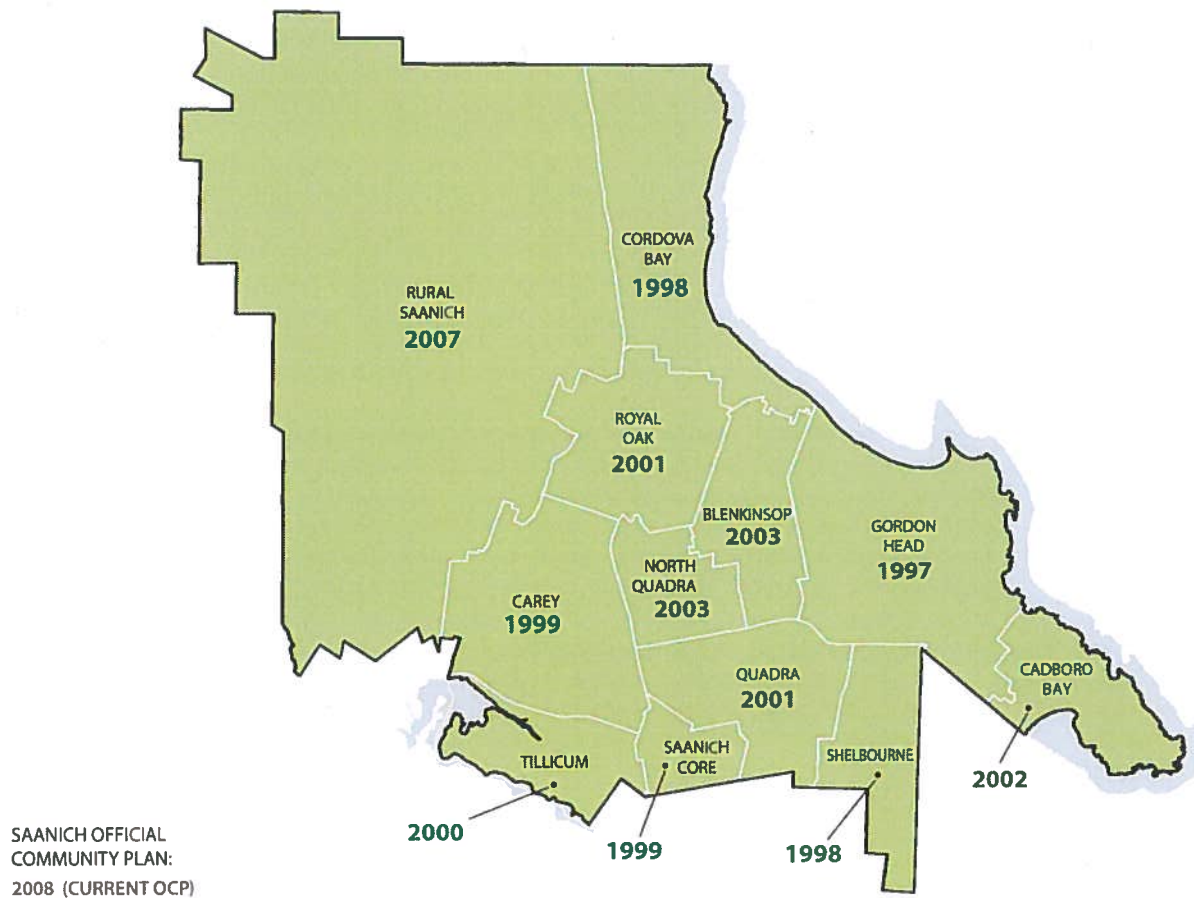


Figure 2: Local Areas and Most Recent Plan Update

For the most part, local areas are prioritized based on the results of rankings, however, the timing of Carey and Gordon Head Local Area Plans have been adjusted. The Gordon Head Local Area Plan has been moved up from Priority 5 to Priority 1 to coincide with the imminent completion of the Shelbourne Valley Action Plan and the development of a Campus Plan for the University of Victoria. The Carey Local Area Plan has been moved back slightly from Priority 1 to Priority 3 in order to immediately follow the Uptown-Douglas Corridor planning process, which is being initiated in 2015 and will examine an area of the Carey neighbourhood that is currently experiencing significant growth pressures.

9. PROJECT ADVISORY COMMITTEE

A Project Advisory Committee will be established in the project initiation phase of a Local Area Plan update. The Committee will be comprised of up to 15 individuals that are broadly representative of area demographics and interests. Member selection would be based on an application process which seeks to achieve involvement from:

- Representatives from established community association(s);
- Residents from different geographic areas within the local area;
- Representatives from the local business community (where applicable);
- Representatives from key stakeholder groups in the local area;
- Individuals who are representative of the demographic composition of the area; and,
- People with a range of interests and backgrounds.

Key roles of the advisory committee will be:

- To advise on public engagement techniques to ensure outreach is effectively undertaken throughout the community;
- To promote the project and public engagement opportunities within the community; and
- To provide feedback to staff on plan concepts and objectives.

Committee members are to be recruited through an open application process in the project initiation phase, with member selection based on the considerations identified above.

10. BUDGET AND STAFF RESOURCES

Each local area planning process will require planning and technical staff, as well as resources from other departments, as dictated by the nature of issues explored in each local area. In general, it is estimated that the equivalent of two full time staff would be required to deliver a Local Area Plan update within the proposed time frame.

The exact budget for each local area planning initiative will vary depending on the technical requirements of each planning process and the need to supplement staff resources with consulting services. Generally it is anticipated that budgets for public engagement processes will range from \$30,000 to \$50,000. Typical components included in this figure, are costs for community surveys, advertising, venues, facilitators, supplies, printing and graphic design work.

11. ROLES AND RESPONSIBILITIES

Council

Council is responsible for the allocation of resources for the project, setting priorities and making decisions related to Local Area Plan approval and implementation items.

Staff

Staff will be responsible for project management, data analysis and producing and recommending policy options for Council's consideration. This process will be led by the project Planner with the support of other staff/consultants as required. Staff would also be responsible for planning and delivering public/stakeholder engagement, managing consultants and working with the Project Advisory Committee.

Community Associations

Community Associations would provide advice on engaging the community on the future of their neighbourhood and help promote public involvement in the planning process. Community Associations may also provide support by providing input at all stages of the process and through membership in the Project Advisory Committee.

Residents and General Public

All individuals and business owners having an interest in the local area will be invited to participate in the planning process through providing input and reviewing Local Area Plan concepts, policies and actions.

Stakeholder Group

Stakeholder groups such as, Community Associations, development industry representatives and non-governmental organizations will contribute in the same way as residents, but may also be the subject of focused consultation with respect to their particular areas of interest. Stakeholder groups can also help with outreach, identifying issues, opportunities and actions, and reviewing policy options.

External Agencies, Neighbouring Municipalities and Senior Government

Depending on the planning process, external agencies, neighbouring municipalities and senior government will either play an advisory or partnership role. For example, transit corridor planning along Douglas Street could involve a direct partnership with BC Transit and the Ministry of Transportation and Infrastructure.

12. DELIVERABLES

The following deliverables will be achieved through each local area planning process:

- An updated demographic profile;
- An updated Local Area Plan; and
- A list of priority actions

13. RELATIONSHIP TO OTHER INITIATIVES

A key element of each Local Area Plan update will be to ensure the plan is well-integrated with other Saanich and regional initiatives. This includes:

- Integrating recently adopted local and regional policy into local area plans (i.e. Action plans, Bowker Creek Blueprint, Regional Pedestrian and Cycling Master Plan);
- Aligning Local Area Plans with Parks Management Plans and Neighbourhood Transportation Plans where practical;
- Collaborating with neighbouring municipalities on mutual interests where local areas are adjacent to other municipalities; and
- Aligning with other municipal and regional initiatives that coincide with Local Area Plan update timelines.

2310-20
Local Area Plan
Updates

LOCAL AREA PLAN UPDATES – EXPEDIATED WORK PLAN

MOVED by Councillor Brice and Seconded by Councillor Wergeland: “That Council endorse Expedited Option 1 Work Plan as outlined in the report of the Director of Planning dated August 1, 2017.”

**CARRIED
with Mayor Atwell OPPOSED**

1410-04
Report –
Planning

LOCAL AREA PLAN UPDATES – EXPEDITED WORK PLAN

Report of the Director of Planning dated August 1, 2017 recommending that Council endorse the Expedited Option 1 Work Plan as outlined in the report.

xref: 2310-20
Local Area Plan
Updates

In response to questions from Council, C. Scott, Manager of Community Planning stated:

- One of the key considerations for updating the Local Area Plans (LAPs) is the availability of sufficient resources; it will take approximately 18 months to update a LAP with 12 months of intensive public consultation.
- The majority of staff time would be for pre-planning, policy development and crafting the final plan.
- It is important that intensive engagement phases include no more than two plans at once to be respectful of the public's ability to participate in a number of initiatives at one time and being cognizant of the availability of resources.
- Under Option 1, all the LAPs would be updated within seven years; in Option 2, the centres, villages and corridor plans would be updated within five years and the LAPs and Official Community Plan (OCP) would be completed subsequently.
- Timelines are driven by the public engagement process that would be undertaken; in order to canvass the diversity of opinions in the community, there is a minimum amount of time needed to understand the key issues and to review options.

The Chief Administrative Officer stated:

- If Council wishes to expedite the process, there would be the need for additional resources and therefore a need to increase the budget in subsequent years; there are funds allocated in the current budget to start the work.
- There is the opportunity to use funds from the Council Contingency for Strategic Initiatives budget.

APPLICANT:

C. Scott, Manager of Community Planning presented to Council and highlighted:

- The report looks at expedited work plan options for updating LAPs, completing centre and village corridor studies, while retaining capacity for policy initiatives.
- During Strategic Planning discussions, Council had identified that updating LAPs was a priority; Council made a motion at a subsequent meeting that the Cordova Bay LAP was to be expedited.
- Option 1 looks at updating LAPs with a focus on the relationships of centres, corridors and villages with the broader neighbourhood; work to update the LAPs would be completed within 7 years, with 11 out of 12 being initiated within 5 years; the OCP update would follow this work and there would be one staff assigned to policy initiatives addressing those issues that are common across neighbourhoods.
- The sequencing of local area plan updates in Option 1 considers Council's direction to expedite Cordova Bay, prioritizes those local areas that have centres or villages within them, looks at pairing complimentary plans together, and draws on previous prioritization that included things such as the level of development activity and the age of the LAP.
- Option 2 looks at prioritizing standalone centre, village and corridors plans and providing more resources for policy initiatives; the LAP updates would be deferred until after this work was completed.

- The centres, villages and corridors plans would be completed within five years and all the local area planning work would be completed within 12 years.
- Staff are recommending Option 1 as it is an integrated approach that LAPs to be updated in a manner that reflects the increased focus on centres and villages identified in the OCP and is an efficient use of resources.
- Option 1 also maintains the LAPs as the primary planning tool.
- If Council directs staff to proceed with Option 1, staff would bring forward individual terms of reference for each of the LAPs that would be developed; Cordova Bay and Cadboro Bay LAP updating would begin in late 2017 with public engagement starting in the spring 2018.
- Policy work would be prioritized annually through the Strategic Planning process.

In response to questions from Council, the Manager of Current Planning stated:

- The approval to update the LAPs would not impact development applications in process; Council cannot declare a moratorium on development applications while LAPs are being updated.

PUBLIC INPUT:

C. Millard, Sunnymead Way, stated:

- Moving ahead with a work plan in the shortest time frame possible is supportable; consideration should be given to hiring an independent urban planning consultant for the development of the Cordova Bay LAP.
- Existing LAPs are still useful documents; the consultation process needs to be thorough.

A. Dakin, Cordova Bay Road, stated:

- Two years to update the Cordova Bay LAP is too long; LAPs assist developers in planning projects.
- The Cordova Bay LAP is still relevant; a vast amount of consultation took place during the development of the existing LAP.

V. Blogg, on behalf of Portage Inlet Sanctuary Colquitz Estuary Society (PISCES), stated:

- PISCES supports Option 1 as that option puts a priority on LAP updates; updated LAPs are important as they provide developers and residents with a reasonable amount of certainty about future use, development and quality of life in neighbourhoods; frameworks are needed to guide future development.
- Once LAPs are developed, any changes to an LAP should be the exception not the norm.

K. Gans, Timber Lane, stated:

- The current LAPs have a lot of information that could be put in appendices; it would help if when opening a plan, it gets to the executable portions quickly.
- A large portion of what are called plans could be seen as policies, missions and guidelines and are not executable.
- The proposed timeframes are too long; LAPs are living documents and work on the plans should be constant.

P. Shaw, Burbank Crescent, stated:

- She questions if Saanich would allow a Community Association to develop their own LAP; there is concern with the timelines.
- Currently there is no way of dealing with development in a strategic way; it is important that the public is given the opportunity to provide feedback into where development will take place.
- It is also important to build affordability into LAPs and address the lack of affordable housing.

C. Doetsch, Cordova Bay Road, stated:

- The Cordova Bay LAP update should proceed on an urgent basis; it is important to ensure the principals identified in the LAP have an influence on future development decisions.
- There are recurring concerns about the way plans are currently being applied in terms of form and character of proposed developments, traffic and infrastructure overloading, environmental impacts, and non-adherence with existing plans.
- LAPs should have the means and mechanisms to enable their proper application and influence development decisions; the affected community should be engaged.

H. Charania, North Quadra Community Association, stated:

- In terms of Active Transportation, conditions along Quadra Street and McKenzie Avenue are dangerous for cyclists especially during peak hours and darkness; the Community Association has no preference on which option to move forward with; updating LAPs is long overdue.
- When development proposals are considered, Council is urged to seek and secure adequate and fair community amenity contributions and rights-of-way for cycling lanes.

S. Corner, Jersey Road, stated:

- Updating the Cordova Bay LAP is not supportable; the existing LAP describes the characteristics and views of the neighbourhood.
- There are 16 guiding principles in the Streetscape Action Plan 2000 that have not been actioned; the funding to update the LAPs would be better used to address the principles identified in the Streetscape Action Plan.

M. Davie, Mt Tolmie Community Association, stated:

- The Community Association appreciates the inclusion of the Shelbourne Valley Action Plan (SVAP); LAP updates should be a high priority and it is important to have them done as quickly as possible.
- The Community Association looks forward to working with staff and in collaboration with other communities.
- Option 1 is supportable and should be expedited.

C. Hamill, Mount View Colquitz Community Association, stated:

- The Community Association supports expedited Option 1; there are a number of issues that are common to a number of communities including the regulation of public parking in centres and villages and could be dealt with on a Saanich-wide basis.
- There is a small area in the Douglas Corridor area and the proposed Quadra

Corridor Study Area that needs to be considered in the planning process; the Association supports the Quadra Cedar Hill Community Association boundary extension to include that area.

- Public education is necessary and should be built into the planning process.

C. Horn, Camosun Community Association, stated:

- The Association supports Option 1; the inclusion of the SVAP in the report is appreciated.
- The Association is also in favour of incorporating village and corridor plans into LAPs; it will simplify things and make it easier for members of the public to understand.
- The Association has been working on its' own community plan.

E. Dahli, Cadboro Bay Residents' Association, stated:

- The Residents' Association supports Option 1 and are prepared to work with staff in updating the Cadboro Bay LAP.
- The existing LAPs contain the ground work and are relevant; the basics are there, refinement may just be needed.

R. Wickson, Gorge Tillicum Community Association, stated:

- LAPs are living documents and continue to evolve; there is a need for consistent review.
- Planners should be assigned to specific communities to work with them in developing their LAPs and help understand the intricacies of the plan.

D. Dickson, Monarch Place, stated:

- It is encouraging that the process in having the LAPs updated has begun; engagement with the University of Victoria and Vancouver Island Health Authority and an institutional land review is needed with respect to the Cadboro Bay LAP.
- Updated LAPs should include measures to protect natural assets and have strict guidelines to protect the blue-green corridors; LAPs need to consider what is in the best interest of the neighbourhoods and protect the integrity of the individual communities that make up Saanich.

J. Schmuck, Quadra Cedar Hill Community Association, stated:

- The Community Association supports Option 1; they have requested a border extension to include the small piece of property in the Douglas Corridor area.
- The Association has been collaborating with neighbouring Community Associations and working on the Quadra Corridor Plan.
- It is important to have a firm date for the completion of the updates and work towards achieving that goal.

D. Hopkins, Cordova Bay Road, stated:

- The current LAPs are sufficient; development impacts traffic corridors and quality of life.
- There is a sense of urgency to get clear guidelines for developers; it may be cost efficient to hire an external consultation to expedite updating the LAPs.

K. Whitcroft, Inverness Road, stated:

- The LAPs need to be updated; it is important to move forward in developing plans that reflect the future to ensure that development is sustainable.
- Option 1 is supportable.

In response to questions, the Manager of Community Planning stated:

- The LAPs are continually evolving over time and as bylaws, there is a process to amend them.
- It is important to have a solid implementation strategy to address policy initiatives and issues that are common across neighbourhoods.
- There are opportunities for stakeholders and community associations to proactively contribute to the process; staff play an important role in ensuring a diversity of input is provided and input is grounded in existing policy direction.
- The most pertinent time for community associations to provide input would be when a LAP is being developed.
- There is strong policy in the Official Community Plan (OCP) to maintain the Urban Containment Boundary (UCB) as it currently is; changes to the UCB would be contemplated through the OCP process; changes to the UCB would not be considered as part of the LAP updates.
- A key component of the LAP update would be to assess the effectiveness of existing documents and plans, such as the Streetscape Action Plan, and how they can be more effectively implemented in the LAP updates.
- There may be some potential efficiencies that could be gained by hiring an external consultant to do work such as providing detailed design guidelines and doing detailed traffic analysis; there are some limitations in ensuring the policy directions are grounded within the internal framework and key Saanich policy directions.
- There are elements of the existing LAPs that are valid; the biggest changes would be in ensuring the LAPs reflect the updated directions of the OCP.
- The intent is that the updated LAPs would help to give greater certainty for future development; there is direction in the OCP around densification and ensuring changes fit within the neighbourhood context.
- Although a LAP will not address every circumstance, it will contain principled guidance and clear land use policy to assist Council in making decisions in terms of potential development.
- The updated LAP's will have a modernized look and feel with an enhanced section on centre and villages; they will provide greater clarity and identify areas for potential land use changes.

In response to questions from Council, the Chief Administrative Officer stated:

- Council has not considered, and staff would not recommend, a community doing its own planning; it is important to ensure that broad consultation is undertaken.
- The development application process includes the opportunity for the public to provide input; policy documents cannot recognize every circumstance.
- Saanich has a rigorous community engagement process.

In response to questions from Council, the Director of Engineering stated:

- There is an ongoing traffic monitoring program for major and collector roadways; staff further monitor local streets as a result of concerns from the public; the program monitors traffic volumes, traffic speed, and intersection turning

movements.

COUNCIL DELIBERATIONS:

Motion: **MOVED by Councillor Haynes and Seconded by Councillor Brice: “That it be recommended that Council endorse Expedited Option 1 Work Plan as outlined in the report of the Director of Planning dated August 1, 2017.”**

Councillor Haynes stated:

- The Community Associations support Expedited Option 1.

Councillor Brice stated:

- Option 1 embeds the villages and centres in the LAPs; there is a need to move forward with updating LAPs.
- While the LAPs are being updated, the public will continue to be able to give feedback on development applications.

Councillor Murdock stated:

- The public is interest in updating the LAPs; LAPs are integral to the decision making process and in guiding the growth in the community.
- The timelines which includes the public consultation process outlined in the work plan are appropriate; staff have other initiatives that will require public consultation.
- LAP updates will not resolve all of the conflict in relation to development.

Councillor Wergeland stated:

- It is important to take the necessary time to receive public input; development is required to address the need for affordable housing.

Mayor Atwell stated:

- He does not support the motion; the LAP is a planning tool, but in its current form it is being used as a shield against development.
- The LAPs need to be simplified so that they are easier to understand and interpret and align with Saanich’s policies.
- A better process is needed for development that involves staff and the community working together to address concerns for now and in the future.

Councillor Sanders stated:

- LAPs are the foundation of communities; they are all different and represents the community’s values and nature.
- The current LAPs are a strong starting point; they are evolving documents and provide clarity and certainty for residents.

Councillor Wergeland stated:

- There needs to be more certainty for the public.

Councillor Plant stated:

- Council will continue to adjudicate development applications and the public will continue to be able to provide input; Saanich provides opportunities for the public

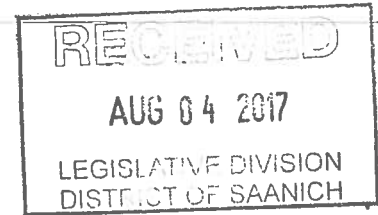
- to provide feedback in the development application process.
- The Community Associations support Option 1.

**The Motion was then Put and CARRIED
with Mayor Atwell OPPOSED**



The Corporation of the District of Saanich

Supplemental Report



To: Mayor and Council
From: Sharon Hvozdzanski, Director of Planning
Date: August 1, 2017
Subject: Local Area Plan Updates - Expedited Work Plan
File 2310-20

RECOMMENDATION

That Council endorse the Expedited Option 1 Work Plan.

PURPOSE

The purpose of this report is to:

1. Present to Council options for an expedited Work Plan for updating Local Area Plans and completing Centres, Villages, and Corridor studies, while maintaining capacity for policy initiatives; and
2. Seek Council's direction on a preferred Work Plan.

DISCUSSION

Background

Council's 2015 - 2018 Strategic Plan provides specific direction to, "Commence a multi-year project to update the 12 Local Area Plans". In responding to this direction, a key point of consideration is how the Local Area Plan updates can be undertaken while still continuing work on other important community planning initiatives, such as the Garden Suite program, an infill housing policy, support for affordable housing, public art projects, heritage policy renewal, etc.

Prior to commencing work on the Local Area Plan updates, it was essential that the entire work program of the Community Planning section be looked at, to determine value, as well as where and when to focus defined resources. By resources we not only mean those of the Municipality, but also the ability of the residents and other stakeholders to be able to participate in numerous ongoing corporate initiatives without getting overburdened or burnt out.

As part of this background work, staff undertook a consultation process with representatives from each of the Neighbourhood Associations, seeking their input on work plan options. Feedback from Neighbourhoods Associations indicated a desire to balance resources between

streams of work (Local Area Plan updates, Centre, Village, and Corridor Plans, and policy initiatives).

Initial Report to Council

In September 2015, Council considered work plan options to update Local Area Plans, develop Centre, Village, and Corridor Plans, and undertake policy initiatives. The report recommended a balanced approach to undertaking the three streams of work. With the complement of staff available at that time, the timeframe for the recommended work plan was 14 years.

In response to the staff report, Council passed a motion on September 14, 2015 “that staff be requested to provide an additional option based on additional resources and an expedited timeline.”

Subsequent to Council’s direction, two additional community planning staff positions have been approved by Council through the Strategic Planning and Budgeting process to assist in expediting the community planning work plan. These positions were a Community Planner and Community Planning Technician. Once hired, this would provide an additional project manager and sufficient technical resources to support the delivery of multiple planning processes concurrently.

Council Motion - Cordova Bay Village

On May 1, 2017 in response to a presentation from the Cordova Bay Village Vision Group, Council directed, “That staff be requested to bring forward a report, at their earliest opportunity that would provide options for expediting the Cordova Bay community in the Local Area Plan, Villages, Centres and Corridors update.”

Expedited Local Area Planning Options

Based on Council direction to develop an expedited option and the assignment of additional resources, staff have developed two options which would significantly accelerate Community Planning work. These expedited options build upon the previous recommendation, seeking to balance quicker completion of work with sufficient process time to allow for adequate community engagement and technical research/analysis.

Both expedited options accelerate the delivery of planning work, but fundamentally differ in terms of the approach to Local Area Planning, in general:

- Expedited Option 1 - Prioritizes the update of Local Area Plans, incorporating a focus on Centre, Village, and Corridor areas; and
- Expedited Option 2 - Prioritizes the development of stand-alone Centre, Village, and Corridor Plans where the vast majority of future growth in Saanich is to occur, with the update of Local Area Plans to follow the completion of Centre, Village, and Corridor Plans.

Expedited Option 1 – Local Area Plan Updates with a focus on Centres, Villages, and Corridors

Expedited Option 1 integrates Centre, Village, and Corridor studies as a component of Local Area Plan updates in order to maximize the efficiency of community and staff efforts and reduce potential redundancy of planning processes. With the recent allocation of additional resources, all 12 Local Area Plans could be updated within seven years. This timeline is based on a typical planning process of 18-24 months, which is reflective of the recommendation and analysis provided in the September 2015 staff report.

With the exception of Quadra Corridor, the remaining Centres, Villages, and Corridors are fully located within the boundaries of a single Local Area. In Option 1, the Local Area Plan process would, where applicable, include more comprehensive analysis of land use, mobility, and urban design issues in the Centre, Village, and Corridor areas. To ensure a comprehensive study of the Quadra Corridor, two planners would be assigned to concurrently undertake the Quadra Local Area Plan and North Quadra Local Area Plan updates.

In Expedited Option 1, four planners would be assigned to area plans and one planner would be assigned to policy initiatives.

The timeline for Local Area Plan updates in Expedited Option 1 is proposed as per the schedule in Figure 1. Projects would be phased so that no more than two community planning projects would be in an intensive public engagement period at any one point in time. Based on the schedule, 11 of the 12 Local Area Plan updates would be completed or initiated within the first five years.

The Local Area priorities associated with Expedited Option 1 are identified below and are based on:

- Prioritizing Local Areas containing a Centre, Village, or Corridor;
- Pairing complementary Local Area planning processes; and
- Prioritization analysis completed as part of the September 2015 staff report.

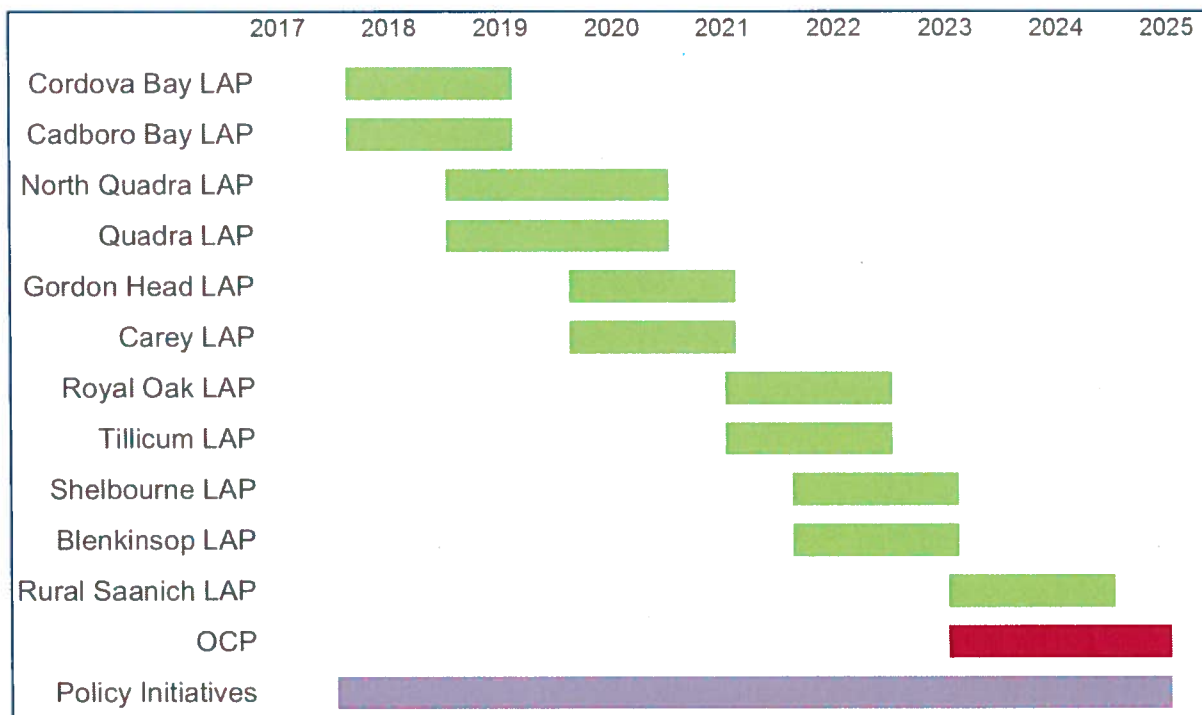


Figure 1: Expedited Option 1 Timeline

Expedited Option 2 - Prioritize Centre, Village, and Corridor Plans with Local Area Plans to follow

Expedited Option 2 prioritizes strategic initiatives in high change areas. Plans would be created for Centre, Village, and Corridor areas, focusing resources on areas of Saanich experiencing the greatest amount of growth and change. These plans would look at a relatively small geographic area of the municipality, but produce more detailed analysis and policy guidance. Additionally, Expedited Option 2 would provide an additional resource for policy initiatives to address issues that are common across neighbourhoods. This could include initiatives such as an infill study or the development of design guidelines.

In Expedited Option 2, three planners would be assigned to area plans and two planners would be assigned to policy initiatives.

In Expedited Option 2, Centre, Village, and Corridor Plans would be completed within five years, with a timeline as shown in Figure 2. Local Area Plan updates and the Official Community Plan update would be completed subsequent to the completion of the Centre, Village, and Corridor Plans. Centre, Village, and Corridor areas are prioritized based on the same considerations identified for Option 1.

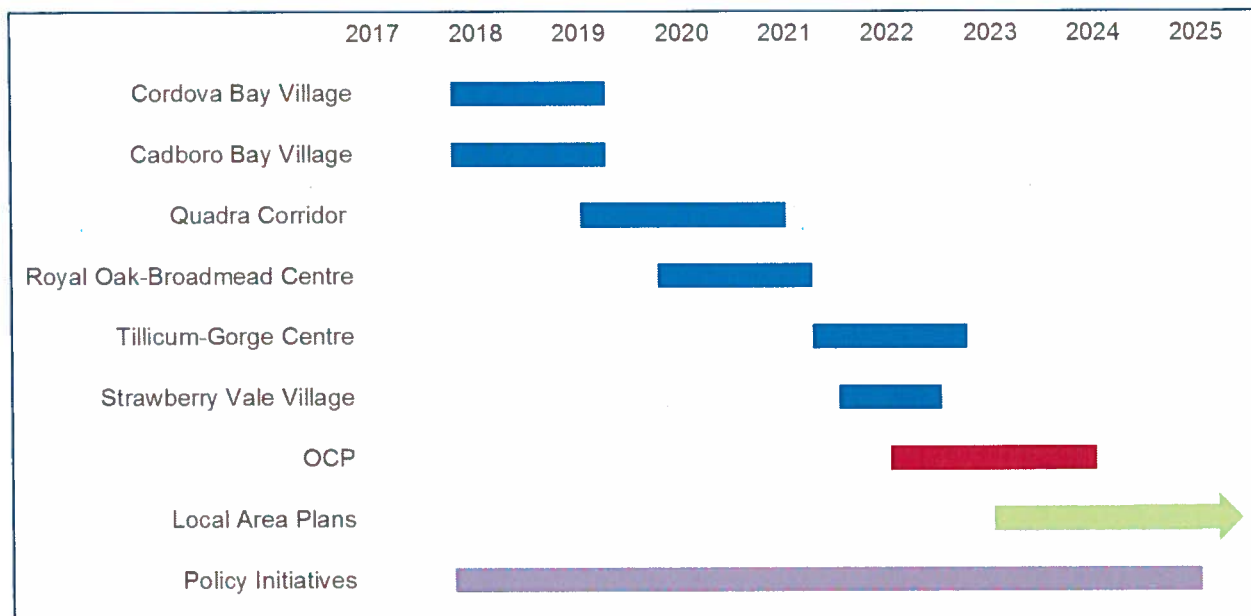


Figure 2: Expedited Option 2 Timeline

In Expedited Option 2, it proposes at the outset, that one Planner would be assigned to undertake administrative updates to the existing Local Area Plans. This would involve new maps, updated statistics, and demographic data, but no change to content and hence no public engagement. Given that a comprehensive update of Local Area Plans would be deferred in Expedited Option 2, this would ensure existing documents contained current contextual information and reflected current Saanich visual identity standards.

Further Acceleration of Either Option

Either Expedited Option 1 or 2 could be further accelerated, however, there would be significant staff implications, particularly in relation to the availability of support staff in Planning and staff in other Departments such as: Engineering; Parks and Recreation; and Finance. The availability

of physical space to accommodate additional staff would also be an issue. Under the Expedited Option 1 and Expedited Option 2 scenarios, these supporting resources are already at capacity. Based on the above-noted constraints, to accelerate either the Option 1 or 2 timeline for area plans by two years, the additional resources noted below would be required:

- Community Planner;
- Planning/Graphics Technician;
- Admin/Engagement Coordinator;
- Transportation Planner; and
- Parks Planner.

The additional resources identified above would primarily be engaged in delivering Local Area Plan updates, however, there may be limited residual time to contribute to other work items. While it is possible to offset some of the additional staff resources with consultant resources, significant staff resources would still be required to coordinate the project, contribute to policy development, manage the internal review, and coordinate adoption and implementation activities.

In applying this super accelerated scenario to Expedited Option 1, all Local Area Plan updates could be completed within five and a half years if the additional staff resources identified above were made available. Approximately 4 - 6 months would be required to hire the five new positions and have the staff in place and up to speed. These five positions would be hired on a five year term contract to support the Local Area Planning work program. Once the work was complete, these five staff contracts would come to an end.

As a high level estimate, the cost of the five additional staff resources would be approximately \$500,000 a year (wages, furniture, computers, etc.). Additional physical space would also need to be secured at an unknown cost for this super accelerated option to be viable. In addition, while the overall Local Area Planning budget would remain the same, the annual budget allocation towards Local Area Planning would increase, as there would be more planning projects being undertaken simultaneously.

In terms of community engagement, further acceleration of the Local Area Planning work would also mean up to six high profile planning projects would be in progress at any one point in time. In combination with initiatives being undertaken by other Departments, this would create an unprecedented number of projects requiring public input being undertaken at the same time. It should be noted that even under Expedited Options 1 and 2, the number of high profile community projects underway simultaneously would be quite high.

Staff do not recommend the super accelerated option as it has a number of implications that would limit its overall value. From a cost-benefit perspective, drawbacks of this option include:

- The requirement of an additional estimated \$500,000 annually to hire and provide office space for new staff;
- The need to secure new physical office space outside the Municipal Hall to accommodate additional staff members;
- Time required to complete the hiring process and bring new staff members up to speed would limit some of the potential time savings; and
- The number of concurrent projects underway would mean less senior management oversight of planning processes and products.

ALTERNATIVES

1. That Council endorse the Expedited Option 1 Work Plan (Recommended).

This option prioritizes the update of Local Area Plans, with a focus on Centres, Corridors, and Villages. As highlighted in the staff report, this option would complete all Local Area Plan updates within approximately seven years, while retaining a focus on Centre, Village, and Corridor areas. All areas of Saanich would receive planning attention in a relatively short time frame and additional resources would permit complementary areas to be planned concurrently.

2. That Council endorse the Expedited Option 2 Work Plan.

This option prioritizes the completion of Centre, Corridor, and Village Plans, based on a rationale that these areas are the focus of the vast majority of future growth in Saanich. Through Centre, Village, and Corridor Plans and more resources for policy initiatives a priority is placed on addressing the most pressing issues in the most expeditious manner possible. A consequence of this alternative is that the update of Local Area Plans would be deferred until after Centre, Village, and Corridor Plans are complete, approximately five years. While policy initiatives have the capacity to address issues across neighbourhoods, some portions of Saanich would not receive planning attention in the near term.

3. That Council provide alternate direction to staff for undertaking work on the Local Area Plans and other Community Planning work.

Alternative direction could be provided to staff to undertake community planning work in a different manner. This could include reallocating resources to place more emphasis on policy initiatives or area plans or providing additional resources to further expedite plan delivery in either option. As noted, broader organizational capacity issues would necessitate significant new staff resources if Council wished to further accelerate timelines.

FINANCIAL IMPLICATIONS

The completion of Local Area Plans will require significant dedicated staff time and financial resources to ensure appropriate public engagement and technical analysis is completed to inform plan and policy development.

For each Local Area Plan update, it is anticipated that approximately \$100,000 will be required as a project budget. In areas that deal with more complex subject matter (i.e. transportation planning at the corridor level), the cost will be higher to account for additional technical analysis. For Centre, Village and Corridor studies proposed as part of Expedited Option 2, the cost figures would be similar, as there would still be a requirement for robust community engagement and detailed technical analysis. For both types of plans, the costs are anticipated to break down as follows:

- 60% for technical studies;
- 30% for public engagement; and
- 10% for miscellaneous costs.

In order to support the timelines associated with both options, it is estimated that \$200,000 - \$250,000 will be need to be allocated annually. The 2017 budget includes \$200,000 to fund the development of the first two plans.

STRATEGIC PLAN IMPLICATIONS

The Strategic Plan includes the direction to “commence a multi-year program to update the 12 Local Area Plans”, with a target of 2024 for completion.

Both expedited options direct significant resources to area planning. In the case of Expedited Option 1, all Local Area Plan updates are anticipated to be completed by 2024, meeting the Strategic Plan direction. Expedited Option 2 takes a different approach to area planning and completes Centre, Village, and Corridor Plans within five years. However, as a consequence, Local Area Plan updates have a longer time horizon, well past the 2024 date identified in the Strategic Plan.

Given that in either expedited option, area planning will be a primary focus, there will be implications for other community planning work. Currently the Community Planning Division manages files related to heritage, public art, and agriculture. While the day-to-day administration of these portfolios will continue, larger-scale initiatives related to heritage, public art, or agriculture will need to be identified, prioritized, and resourced through the Strategic Planning process.

INTERDEPARTMENTAL IMPLICATIONS

Local Area planning work requires both significant inter/intra departmental collaboration and support to ensure policies are implementable and sufficient information is considered in their development. In particular, collaboration with Transportation Engineering, Parks staff, and other Divisional staff within Planning is critical to plan development.

Meetings have been held with these divisions and departments and indications are that staff can be made available to support the delivery of the work plan. It should be noted that the budget for technical studies may be required to supplement Engineering or Parks resources depending on the extent of issues being explored in each study. Should Council wish to explore further acceleration of timelines, additional resources for these departments would need to be considered.

PLANNING IMPLICATIONS

As noted previously, the primary distinction between the two Expedited Options is the approach to Local Area Planning. In Expedited Option 1 the priority is Local Area Plans with a focus on Centres, Villages, and Corridors, while in Expedited Option 2 the priority is Centre, Village, and Corridor Plans.

Expedited Option 1 or 2

Each of the options provides distinct benefits and trade-offs. Expedited Option 1 addresses issues at a well-defined and familiar planning scale, while providing a level of emphasis on higher change areas. Expedited Option 2 takes a strategic approach and focuses resources on a smaller extent of high change areas in the short term.

Key benefits of Expedited Option 1 are:

- Economies are gained in use of resources from integrating Centre, Village, and Corridor studies into Local Area Plan updates;
- Local Area Plans are maintained as a key policy tool and touchstone for the community;

- New staff resources would enable high change areas to be addressed in a relatively short timeframe; and
- All areas of Saanich would have an updated plan within the next seven years.

Key drawbacks of Expedited Option 1 are:

- A slightly longer timeframe to address all Centres, Villages, and Corridors;
- More time spent on areas that may not be in urgent need of planning attention; and
- Less capacity for major policy initiatives.

Key benefits of Expedited Option 2 are:

- Allocation of resources to areas of highest growth and change;
- Shorter time frame for completion of Centre, Village, and Corridor studies; and
- More capacity allocated for policy initiatives.

Key drawbacks of Expedited Option 2 are:

- Local Area Plans would not be updated in near term and may lose more relevance;
- Community Associations who see Local Area Plans as their key neighbourhood planning tool may have concerns;
- Addressing transition areas could expand scope to a “virtual” Local Area Plan; and
- Only a small geographic portion of Saanich would be addressed in the short term.

The expedited options differ in their approach to area planning, but also with respect to the allocation of resources, with Expedited Option 2 providing an additional staff member for policy initiatives. From a cost perspective, the annual cost estimate is similar for both options, however, Expedited Option 2 would require a larger overall expenditure. This is attributable to separate processes being undertaken for Local Area Plan updates and Centre, Village, and Corridor Plans, which would create a longer overall timeframe for area planning in Expedited Option 2.

Table 1 provides a comparison of the two options, as well as a super accelerated Expedited Option 1, with respect to key scope, cost, and time considerations.

| | EXPEDITED OPTION 1 | EXPEDITED OPTION 2 | SUPER ACCELERATED OPTION 1 |
|----------------------------------|---|---|---|
| APPROACH TO PLANS | Local Area Plans with focus on Centres, Villages, Corridors | Centre, Village, Corridor Plans first, then Local Area Plans | Local Area Plans with focus on Centres, Villages, Corridors |
| PLANNERS FOR PLANS | 4 out of 5 | 3 out of 5 | 5 out of 6 |
| PLANNERS FOR POLICY | 1 out of 5 | 2 out of 5 | 1 out of 6 |
| COST ESTIMATE (PER YEAR) | \$200-250k/yr | \$200-250k/yr | \$300-350k/yr |
| COST FOR NEW STAFF | - | - | \$500k/yr |
| TIME PER PLAN | 18-24 months | 12-24 months | 18-24 months |
| TIME TO COMPLETE ALL PLANS | 7 years | 12 years (5 yrs for CVC Plans) | 5.5 years |

Table 1: Comparison of Expedited Options

Further Acceleration of Either Expedited Option 1 or 2

Further acceleration of Local Area Planning work would require the hiring of a significant complement of staff. To accelerate Expedited Option 1 by two years (five and a half years to complete all Local Area Plan updates), would require approximately \$500,000 annually to fund the hiring of term positions and increased project budgets.

Further acceleration would also mean that up to six high profile planning projects would be in progress at any one point in time. In combination with initiatives being undertaken by other departments, this would create an unprecedented number of projects requiring public input being undertaken at the same time. It should be noted that even under Expedited Options 1 and 2, the number of high profile community projects underway simultaneously would be quite high.

Recommendation

Staff recommend that Council endorse the Expedited Option 1 Work Plan, as it provides a balance between addressing high priority Centre, Village, and Corridor areas and providing comprehensive updates to all Local Area Plans in a relatively short time frame. Local Area Plans remain the primary unit of area planning, but would incorporate much more robust policy guidance related to Centres, Villages, and Corridors.

By integrating Centre, Village, and Corridor studies into Local Area Plans, potential duplication of work is reduced and a potential confusion between the roles of various plans is diminished. Further, additional resources provide the opportunity to phase work so that complementary planning processes would run in parallel, allowing resources to be shared and common issues to be addressed more efficiently.

Next Steps

Should Council approve one of the Expedited Options, the first two planning processes would be initiated in late 2017. Each planning exercise would start with a project plan/terms of reference being brought to Council for approval. Other Policy initiatives would be prioritized as part of Council annual Strategic Planning process.

CONCLUSION

The update of Local Area Plans is identified as a key Strategic Plan priority. Staff have explored options to update Local Areas Plans within the context of other community planning work. This exploration included meeting with Community Association members and resulted in a recommendation to Council in September 2015 to take a balanced approach towards updating Local Area Plan updates, completing Centre, Village, and Corridor plans and undertaking policy initiatives. With the complement of staff available at that time, the timeframe for the recommended work plan was 14 years.

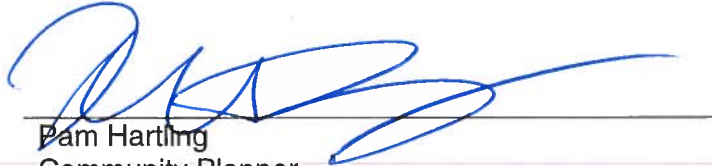
In response to the staff report, Council passed a motion “that staff be requested to provide an additional option based on additional resources and an expedited timeline.” Subsequent to Council’s direction, two additional community planning staff positions have been created through the budget process to assist in expediting the community planning work plan.

Two expedited options have been developed based on the recently allocated additional resources that would accelerate area planning work. Expedited Option 1 prioritizes the update of Local Area Plans, incorporating a focus on Centre, Village, and Corridor areas. Expedited Option 2 prioritizes the development of stand-alone Centre, Corridor, and Village Plans, followed by the update of Local Area Plans. In Expedited Option 1, all Local Area Plans (with a focus on Centre, Village, and Corridor areas) would be updated within seven years. In Expedited Option 2 all Centre, Village, and Corridor Plans would be completed within five years, with Local Area Plan updates to follow and take an additional seven years.

The primary distinction between the two options is the approach to area planning. Expedited Option 1 addresses issues at a well-defined and familiar planning scale, while providing a level of emphasis on higher change areas. Expedited Option 2 takes a strategic approach and focuses resources on a smaller extent of high change areas in the short term.

Staff recommend that Council endorse Expedited Option 1, as it provides comprehensive updates to all Local Area Plans within a seven year time frame, while also integrating more robust policy guidance for key Centre, Village, and Corridor areas. This approach would provide planning to all areas of Saanich in the near term, with 11 of 12 Local Area Plan updates either completed or initiated within five years.

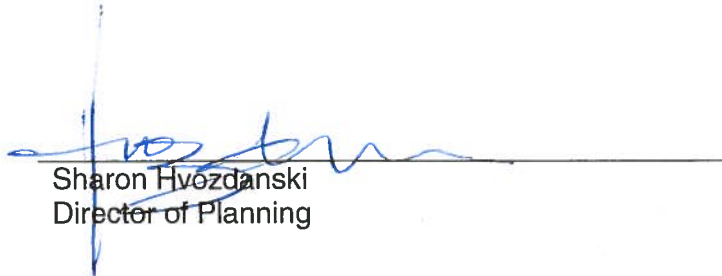
Prepared by:


Pam Hartling
Community Planner

Reviewed by:


Cameron Scott
Manager of Community Planning

Approved by:


Sharon Hvozdzanski
Director of Planning

PH/ads
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Updates_August 2017.docx

cc: Paul Thorkelsson, Administrator

ADMINISTRATOR'S COMMENTS:

I endorse the recommendation from the Director of Planning.


Paul Thorkelsson, Administrator

1410-04
Report –
Planning

DEVELOPMENT REVIEW PROCESS

Report of the Director of Planning dated February 22, 2018 recommending that Council provide direction to staff on the proposed options to improve the development review process as outlined in the report.

xref: 2860-02
Development
Review Process

The Director of Planning stated:

- Staff are seeking Council's support to allow staff to encourage submission of complete applications.

PUBLIC INPUT:

N. Chambers, Blenkinsop Road, stated:

- Community Associations may not represent the views of all residents therefore it may not be appropriate to delegate power to them; Saanich should market the development process and the expectations.

E. Dahli, on behalf of the Cadboro Bay Residents Association, stated:

- Involving Community Associations in pre-application discussions is appropriate; input can give a developer a sense of the community's interests.
- Community Associations should be permitted to provide input at Advisory Design Panel (ADP) meetings.

S. Haddon, on behalf of the Quadra Cedar Hill Community Association, stated:

- Having an online application portal and tracking system is critical; an IT solution may make the process more efficient.
- Pre-zoning focused areas and delegated authority needs more study and community consultation; there should be a specific time framework after which a development permit application becomes stale.
- A workshop for Community Associations explaining the development process would be helpful.

C. Hamill, on behalf of Mount View Colquitz Community Association, stated:

- Prioritization of development applications is not supportable.
- There is a role for the ADP in reviewing complex or contentious development applications; there is a need for a clear and consistent community contribution policy.
- An expiry date should be considered for development applications.
- At times, sufficient information is not provided to the Community Association to allow them to provide feedback on applications.

C. Edge, Executive Director, Victoria Residential Builders Association, stated:

- Most professional builders will file complete applications; best practice guidelines for Community Associations would be helpful.
- The ADP should only consist of design experts; delegated authority for minor development permit amendments, pre-zoning and prioritization of applications are supportable.

R. Wickson, on behalf of the Gorge Tillicum Community Association, stated:

- The Referral form needs to be updated; a Land Use Committee working in partnership with staff should be considered.

- An expiry date for development applications is supportable; development process guidelines outlining expectations for developers should be considered.

J. Calenda, Frechette Street, stated:

- Hiring three intermediate planners who could process development applications, implement the Official Community Plan (OCP) and advocate for good city planning should be considered.
- If an application is consistent with the OCP, the staff recommendation should be to support with or without conditions.

M. Bernhardt, Canadian Home Builders Association, stated:

- Consultation should include Community Associations and industry; a Developers Forum should also be considered.

COUNCIL DELIBERATIONS:

MOVED by Councillor Plant and Seconded by Councillor Haynes: “That it be recommended that Council approve that staff re-enforce the expectation that applicants submit complete development applications.”

CARRIED

MOVED by Councillor Plant and Seconded by Councillor Haynes: “That it be recommended that Council request staff explore options for circulation response times, including the request that Community Associations provide responses within 30 days.”

The Director of Planning stated:

- The Ministry of Transportation and Infrastructure provides input with respect to traffic concerns.

MOVED by Mayor Atwell and Seconded by Councillor Harper: “That the item, response times, be referred to Community Associations for feedback.”

The Director of Planning stated:

- In some cases, there is consultation between the applicant and Community Associations before an application is filed; staff can continue to encourage applicants to do so.

**The Motion to Refer was DEFEATED
with Councillors Brice, Brownoff, Haynes, Murdock, Plant, Sanders and
Wergeland OPPOSED**

**The Main Motion was then Put and CARRIED
with Mayor Atwell and Councillor Harper OPPOSED**

MOVED by Councillor Plant and Seconded by Councillor Wergeland: “That it

be recommended that Council approve that the process for providing Environmental and Social Review (ESR) Green Sheets and memos be discontinued.”

CARRIED

MOVED by Councillor Haynes and Seconded by Councillor Wergeland: “That it be recommended that Council approve development applications being assigned a higher priority over other planning work.”

Council discussion ensued with the following comments:

- Prioritization would allow staff to apply resources where needed and better design their work.
- Prioritization of development applications may be appropriate as a short term policy.
- If this were approved, strategic priorities may take a backseat to development.

The Director of Planning stated:

- Staff may not be able to attend to other work or training if there were development application work that needed to be done.

The Motion was then Put and DEFEATED with Mayor Atwell and Councillors Brice, Brownoff, Harper, Haynes, Murdock, Plant, Sanders and Wergeland OPPOSED

MOVED by Councillor Plant and Seconded by Mayor Atwell: “That it be recommended that Council not support the option to prioritize applications for accelerating processing based on Council/Community objectives.”

CARRIED

MOVED by Councillor Plant and Seconded by Councillor Harper: “That it be recommended that Council approve the pre-zoning of focused areas after a community planning process is complete.”

The Director of Planning stated:

- Pre-zoning can build in amenities and conditions for design guidelines but would need to be kept current.

MOVED by Councillor Brice and Seconded by Councillor Brownoff: “That the meeting continue past 11:00 p.m.”

CARRIED

The Main Motion was then Put and CARRIED with Mayor Atwell and Councillors Brice, Brownoff and Sanders OPPOSED

MOVED by Councillor Plant and Seconded by Councillor Harper: “That it be recommended that Council approve a broadened delegated authority for minor development permit amendments and to further expand delegated authority.”

CARRIED

MOVED by Councillor Plant and Seconded by Councillor Haynes: “That it be recommended that Council approve the continuing work of the Advisory Design Panel in a more focused manner.”

Council discussion ensued with the following comments:

- The members of the ADP should be accredited professionals.

**The Motion was then Put and CARRIED
with Mayor Atwell OPPOSED**

MOVED by Councillor Plant and Seconded by Councillor Brice: “That it be recommended that Council not support the reduction of the number of required Council meetings.”

Council discussion ensued with the following comments:

- Reducing the number of meetings would free up staff time for other work.
- It is beneficial for the applicant to hear the comments of the public and Council at Committee of the Whole.

**The Motion was then Put and CARRIED
with Mayor Atwell and Councillors Harper, Haynes and Wergeland OPPOSED**

MOVED by Councillor Plant and Seconded by Councillor Brownoff: “That it be recommended that Council approve an increase in the number of available Council meetings.”

CARRIED

MOVED by Councillor Plant and Seconded by Councillor Brownoff: “That it be recommended that Council support a process change for applications where Council is not the decision making authority.”

CARRIED

The Director of Planning stated:

- Staff are preparing a report addressing expiry dates for development applications.
- Staff can provide Planning 101 workshops for Community Associations when time permits.

MOVED by Mayor Atwell and Seconded by Councillor Plant: “That it be recommended that Council request staff explore options for establishing a

Land Use Committee similar to that of the City of Victoria and report back to Council at a future Council meeting.”

CARRIED

MOVED by Councillor Plant and Seconded by Councillor Brice: “That it be recommended that the establishment of Terms of Reference for Community Associations be referred to the Strategic Planning process.”

CARRIED

with Mayor Atwell OPPOSED

1410-04
Report –
Planning

DEVELOPMENT REVIEW PROCESS

Report of the Director of Planning dated February 22, 2018 recommending that Council provide direction to staff on the proposed options to improve the development review process outlined in the report.

xref: 2860-02
Development
Review Process

The Director of Planning stated:

- The report includes 12 potential options and best practices of other municipalities for improving the processing timelines for rezoning and subdivision applications.
- Engagement took place previously in 2002, 2006 and 2009.

Council discussion ensued with the following comments:

- Referring to a future Committee of the Whole meeting will give the public, development community and Community Associations the opportunity to provide input.
- It would be helpful to have a list of concerns of the development industry.
- Council could give direction to staff to undertake an engagement process.

The Manager, Legislative Services stated:

- At a Committee of the Whole meeting, a member of the public can provide input for up to five minutes and a representative of a Community Association for up to ten minutes.

-

MOVED by Councillor Haynes and Seconded by Councillor Plant: “That the item be referred to a future Committee of the Whole meeting.”

In response to questions from Council, the CAO stated:

- Staff will ensure that the development community is aware of the item being discussed at a Committee of the Whole meeting.

The Motion to Refer was then Put and CARRIED

The Director of Planning and Manager of Current Planning exited the meeting at 9:34 p.m.

1410-04;
xref: 2860-02



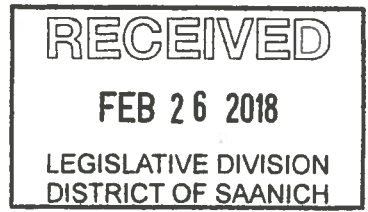
Mayor
Councillors
Administrator

Council
Administration
Media

The Corporation of the District of Saanich

Report

To: Mayor and Council
From: Sharon Hvozdanski, Director of Planning
Date: February 22, 2018
Subject: Development Review Process
File: 2860-02



RECOMMENDATION

That Council provide direction to staff on which, if any, of the 12 proposed options to improve the development review process, it wishes to explore further.

PURPOSE

The purpose of this report is to provide Council with information about the key development review processes overseen by the Planning Department, and outline possible actions that would help to reduce overall processing time. The focus of this report is on the Rezoning and Development Permits, as they form the bulk of applications handled by the Department and appearing before Council.

The suggested ideas are just that. Undoubtedly concerns about proposed changes will be raised. That being said, staff felt it important that the proposed improvements be brought forward for discussion. If and how they are pursued is a decision for Council in consultation with residents and stakeholders.

DISCUSSION

Background & Moving Forward

Saanich's Development Review process has, over a period of several decades, become layered and complex, which contributes to the amount of time required by staff to process an application, and for the approving authority to render a decision. This change is a reflection of evolving councils and community expectations around: citizen engagement; citizen participation in decision making; and how much and what type of information is being requested in order to make an informed decision. This situation is common amongst many local governments, in the region, and across Canada.

Continual review and improvement of operations and service delivery should be a goal of any organization. That being said, the amount of time allocated to continuous improvement must be balanced with achieving other organizational/Council/community objectives. Balance is essential, particularly when resources are stretched. Most importantly, service delivery must take into account the end users or "customers". For a municipality, the people we serve are varied and their interests and desire for resources can often be in conflict. As an example, in regard to development applications, an applicant's desire for speed needs to be balanced with the community's desire for meaningful engagement.

**CM
H.2**

Saanich works at improving service delivery corporate wide, including expediting development applications, on a continual basis. Gains have and will continue to be made across the board. That being said, for development application processing times, the next level of significant improvements will require IT resources and fundamental process changes supported by Council.

Current Planning Division

The Current Planning Division is responsible for processing Rezoning, Development Permit (except Environmental, Streamside, and Fire Hazard), Development Variance Permit, Temporary Use Permit, Subdivision, Agricultural Land Reserve, Liquor Licence, Antenna, and Sign applications. While Building Permit Applications and Bylaw Enforcement cases are processed through the Inspection Services Division, the Current Planning Division also plays a key role in terms of Zoning Bylaw review of all Building Permit applications and involvement in Bylaw cases. The Current Planning Division is also responsible for managing and processing applications for the Board of Variance. Current Planning staff also work to support other divisions in the Planning Department and other corporate, Council, Council Committee, and Community initiatives/needs.

The Current Planning Division has eight full-time staff as follows: Manager of Current Planning; Senior Planner; Local Area Planners (2); Subdivision Coordinator/Approving Officer; Senior Planning Technician – Subdivision; and Development Assistants (2).

The Senior Planner and the two Local Area Planners act as File Managers for most development applications. Their role includes: File Manager; facilitator of the referral and evaluation processes; key contact for the applicant and their consultants; and lead negotiator.

Key tasks of the Local Area Planner (File Manager) related to development applications include:

- Pre-application discussions/meetings with applicant;
- Assist Administration Division staff at time of application to ensure that applicant's submission is complete;
- Review development applications for compliance with the Zoning Bylaw and other relevant bylaws and policies;
- Disseminate application information for referral to departments/sections and external agencies;
- Manage the referral process and meet associated timelines;
- Present the application to the departmental Land Use Planning Committee and the interdepartmental Development Review Committee;
- Communicate with referral departments;
- Coordinate development permit conditions and balance competing interests;
- Ensure file and Prospero folder are accurate and up-to-date;
- Attend Advisory Design Panel meetings as necessary;
- Author development application reports to Council and associated permits and documentation;
- Provide Council with a cohesive staff position on the application;
- Attend Council meetings for development applications, as required;
- Prepare and review Housing Agreements and review draft covenants;
- Administer file through to completion and sign off;

- Review Building Permit (BP) applications to ensure compliance with the Zoning Bylaw and approved Development Permits (DP), and manage communications and resolution process, if BP and DP drawings don't match;
- Undertake post development site inspections and arrange for release of the landscape bond or other assurances; and
- Assist Administration Division staff to purge the electronic and paper files when the planning process is complete.

Development applications only make up part of the Local Area Planners workload. Examples of other related duties are:

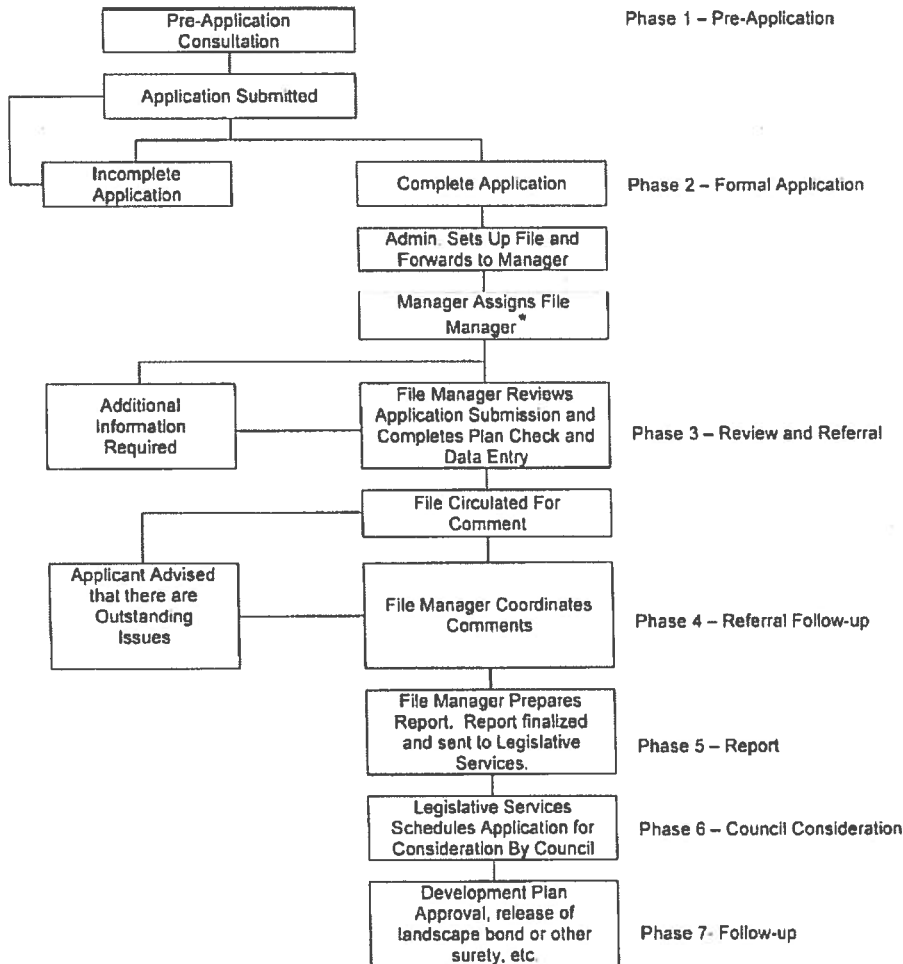
- Respond to development inquiries by letter, telephone, e-mail or personal contact at the Planning counter in a timely manner;
- Respond to Planning inquiries from other Departments;
- Review internal Engineering infrastructure upgrade plans and respond/make recommendations;
- Liaise with the Inspections Division on infractions and building matters;
- Draft bylaw amendments for consideration by Council;
- Review site servicing plans, Park's projects, Engineering projects, Environmental Development Permit referrals, etc.; and
- Planning liaison to various internal and external committees/agencies/stakeholder groups.

All of these activities are necessary and/or important function of the Planning Department. The ability to process development applications in a timely manner while maintaining other planning functions requires careful time management, project planning, and allocation of staff resources. Sometimes it is necessary to balance competing interests in order to satisfy a variety of stakeholders while continuing to move development applications forward.

Development Review Process

The Current Planning Division oversees the development review process for a wide variety of applications. In many cases, a development may require more than one type of application. Generally multiple applications for a single development are processed together. Figure 1 provides an overview of the Development Process.

**Figure 1
DEVELOPMENT PROCESS OVERVIEW**



**Note: In the case of a Subdivision Application without rezoning, the Approving Officer or Subdivision Assistant, rather than the Local Area Planner, may be the File Manager.*

Figure 1: Development Process Overview

In recent years, development activity in the region has remained high, stimulated by a buoyant economy, relatively low interest rates, and high demand for housing. In Saanich, there is a very limited supply of serviced land for new development within the Urban Containment Boundary. The Official Community Plan directs that growth will be accommodated through higher density, mixed-use development in “Centres” and “Villages” and limited infill within established neighbourhoods. Development within established neighbourhoods, “Centres” and “Villages” requires special considerations to ensure neighbourhood compatibility including extensive community consultation. Most new development requires rezoning. All commercial, industrial and multi-family housing development requires a Development Permit.

Over the past six years, the Current Planning Division has processed an average of 169 new applications per year. These numbers do not account for Current Planning staff’s work on Building Permits. When you look at the number of applications handled by staff in a given year,

you also need to account for larger/more complex applications, and those received late in the year, that carry over from one year to the next year.

If you take this to the level of one Local Area Planner's work, they are handling around 50 pre/applications which includes projects ranging from a duplex, to the Nigel Valley development proposal, and the renewal of University Heights Shopping Center.

Table 1: Applications Received

| APPLICATIONS RECEIVED | | | | | | |
|--|------------|------------|------------|------------|------------|------------|
| | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 |
| Development Permit | 16 | 18 | 7 | 9 | 12 | 18 |
| Development Permit Amendment (Minor) | 11 | 13 | 10 | 14 | 20 | 16 |
| Development Permit Amendment (Council) | 10 | 10 | 11 | 14 | 21 | 5 |
| Development Variance Permit | 13 | 22 | 11 | 7 | 14 | 21 |
| Rezoning | 21 | 30 | 16 | 10 | 21 | 23 |
| Subdivision | 26 | 30 | 19 | 10 | 31 | 32 |
| Strata Conversion | 5 | 2 | 6 | 3 | 5 | 1 |
| Temporary Use Permit | 0 | 3 | 2 | 0 | 2 | 4 |
| Liquor Licence | 3 | 4 | 2 | 2 | 1 | 3 |
| Antennae | 2 | 0 | 0 | 0 | 1 | 1 |
| Agricultural Land Reserve | 0 | 1 | 5 | 3 | 1 | 3 |
| Sign | 63 | 57 | 64 | 57 | 69 | 51 |
| Total | 170 | 190 | 153 | 129 | 198 | 178 |

The time required to process development applications is influenced by a number of factors such as:

- The number of applications being processed at any one time;
- Available staff resources;
- Completeness of the application;
- Complexity of the application;
- Timely circulation response from internal departments, outside agencies, the community; association, and Advisory Design Panel;
- Applicants response to outstanding issues;
- Level of public controversy;
- Staff time required for report writing and review;
- Council's expectations respecting report content and level of community consultation;
- Backlog of items for Committee of the Whole meetings and Public Hearings; and
- Other competing corporate, Council, Council Committee and community priorities.

While processing times can vary based on the above noted factors, currently the estimated processing time for a simple application is 4-6 months, a moderately complex application is 6-8 months, and a complex application is 8-12 months. The majority of processing time is spent reviewing the vast amount of information required of applicants, negotiating with applicants, chasing referrals, and answering questions from residents and stakeholders.

What are Others Doing?

In terms of context, some communities with shorter processing times achieve them by requiring property owners/developers to get key referrals in advance of submitting their development application. While this approach looks good at face value, it is questionable from a customer

service aspect and whether it is actually any quicker, when one accounts for the pre-application work that must be undertaken by the property owner/developer and staff.

Others communities have shorter processing timeframes based on reduced expectations around the amount of information and/or the level of detail required to be provided, reviewed and presented to Council as part of its deliberation.

In other cases, communities focus more resources to the development process, and/or reduce the expectations around community engagement and citizen participation in the decision making process.

None of these approaches are right or wrong, they simply reflect the unique character of each organization, council and community.

Continual Improvement

Further improvements and time savings to Saanich's development processes can always be made. A valuable legacy of Saanich's 2009 Service Delivery Assessment process is that staff are more open to change and continue to bring forward and implement ideas for service improvement.

The development review process is constantly evolving and changing in response to market conditions, Council policies and priorities, staff resources, community input, and applicant expectations. Streamlining the development review process and reducing processing time for development applications requires a commitment from applicants, consultants, community associations and other stakeholders, and all levels of the organization to implement positive change. The overarching goals of this continual review process are to:

- Reduce time for overall application processing;
- Improve accountability for each step of the process;
- Improve communication early in the process and on-going;
- Provide clear and timely decisions and feedback from all decision makers to applicants;
- Reduce staff time spent on files (less "bureaucratic churn" and file re-referrals); and
- Strive to meet the needs of the participants in the process (applicants, Council, immediate neighbours, the general public, Neighbourhood Associations, other stakeholders, external agencies, Saanich Departments and Divisions) as best possible.

The following actions to address the Development Process Goals outlined above, have been segmented into: 1) Ongoing & Planned Work; and 2) Potential Process Options for Further Improvement that require Council Direction.

ONGOING & PLANNED WORK

Streamlining Policies, Procedures & Documents

As time permits, staff update all forms, applications, and planning related policies, procedures and documents. Application forms and submission requirements become outdated over time, and the information provided to applicants can always be improved in terms of ease of use and clarity. Procedure and related policies also require periodic assessment for inefficiencies and compliance with new regulation and best practices.

Status: Underway. This is a continual process as time permits.

Improving On-line Application Services

As capacity becomes available in the Corporate/IT work-plan, an on-line application portal will be pursued, similar to the one recently introduced by the Province for Agricultural Land Reserve Applications. The benefits of this type of system are two-fold: 1) an application can be completed at the convenience of the property owner/developer at anytime from anywhere; and 2) an application cannot be submitted until all information has been provided, thereby reducing delays.

As capacity becomes available in the Corporate/IT work-plan, staff will also pursue the introduction of the relevant components of the Tempest E-government My City application. This will allow property owners, residents and applicants to engage with Saanich through an alternate means, from anywhere at any time of the day, and monitor the progress of applications. In turn, applicants will be able to respond more quickly to outstanding issues.

Status: Pending Corporate/IT Capacity. As Council is aware, foundational work is required in terms of Saanich's IT system, before new initiatives can be undertaken. As capacity becomes available, Corporate/IT needs/initiatives are assessed and ranked for implementation.

Improving "Self-Serve" Options

E-mail and social media have improved/increased the means by which residents, developers, community associations and other stakeholders can comment, ask questions and provide input about a development application. Requests to staff for follow-up information on questions from residents on Facebook or other social media platforms is also increasing. While letters related to development have declined in favour of e-mails; phone calls, front counter inquiries, and requests for meetings continue to increase.

Citizen engagement and participation are essential to good decision making. That being said, the volume of correspondence, particularly e-mails, and the inherent desire for an immediate response, consumes significant staff time. Planner's responses often trigger additional questions that then require additional follow up work. In some cases, phone/in-person conversations can reduce this "loop", but in many cases people understandably want written documentation for their files so they can reference it at a later date.

In an effort to address this issue, Saanich has developed a number of "self-serve" options to better help the resident/developer/stakeholder and make efficient use of defined staff resources. Information about development projects are posted on the Saanich website, on-line GIS provides vast amounts of information, as does the on-line property profile query. General information about the development process is also provided on-line and in print. As with any self-serve approach, improvements can always be made. That said, defined resources must be allocated across a broad range of "customers" and their needs and wants.

Improving "self-service" options and both the quantity and quality of information on-line are two means of increasing the amount of staff time available to move applications forward to Council for consideration.

Status: Pending Corporate/IT Capacity. As Council is aware, foundational work is required in terms of Saanich's IT system, before new initiatives can be undertaken. As capacity becomes available, Corporate/IT needs/initiatives are assessed and ranked for implementation.

Developing a Clear and Consistent Community Contribution Policy

Through the rezoning process, Council has the ability to require community contributions from a developer to off-set potential community impacts. Currently, applicants are advised by staff to discuss the matter with the community to determine any specific needs. Ultimately, it is the File Manager (i.e. Local Area Planner) that is tasked with negotiating community contributions with the developer. There is no bylaw or detailed policy that sets out what may be acceptable to Council and no formula or process (e.g. Pro Forma Financial Statement) by which to establish the lift in value, or what % should be directed towards a community contribution. This often results in delays and inconsistency between developments.

Negotiating and securing community contributions can be complex. Some applicants see community contributions as an additional requirement that adds to their development costs. They see them as being redundant, particularly if a development would also be subject to Development Cost Charges. A clear and consistent community contribution policy would provide more certainty for all parties - the public, Council, and the developer. It would also allow the developer to account for community contributions in their early project planning. Staff time spent on amenity negotiations would effectively be eliminated.

As an aside, the use of covenants as a means to secure community contributions and other commitments has increased in recent years. Final approval of development applications typically does not occur until covenants are registered. Covenants and other restrictions registered on Title can make it difficult for owners to secure financing. Other methods of securing these commitments should be explored in consultation with the development industry.

Status: Underway. Per Council's Strategic Plan direction, Phase One (prepare summary of approaches used in Capital Regional District and key communities in Lower Mainland and BC) is underway. Target completion - Q2 2018.

Further Investigating Technical Support Options

Much of a Saanich Planner's (File Manager's) time is spent doing technical and administrative work that could be done by a Plan Checker/Technician or by Planning Administration staff. This includes tasks such as; development plan checks, development plan approvals, building permit referrals, data entry and updating. This situation is the outcome of trying to stretch resources to meet the needs/wants of the Council, the community, developers, external agencies and the corporation.

An increase in technical assistance would help to free up the Local Area Planners to focus on the key processing functions and report writing. Modest improvements in work flow and capacity are possible through further refinements in the work flow of technical and administration staff, both intra and inter departmentally, along with streamlining processes and possibly delaying or eliminating less valued work. More significant improvements would likely require additional staff resources. Both alternatives noted above are being looked at along with their comparative "losses and gains".

Status: Underway. Report to be prepared for Councils consideration. Target completion – Q3 2018.

Ongoing Community Engagement & Information Sharing

Public engagement and information sharing is a key component of the development review process. Often residents and applicants are not aware about the role and functions of the Planning Department, enabling legislation, application requirements, and the relationship between Official Community Plan policies, Development Permit Guidelines, and zoning regulation. Through these interactions, staff also gain valuable insight into neighbourhoods and the want and needs of residents.

As time allows, Planning works with applicants, community associations, advisory committees, special interest groups and other stakeholders to increase knowledge about planning processes and the role of staff and Council, and how they can become involved in the process. A well-informed public can help to minimize confusion, conflict and questions about policy and process in relation to specific development proposals.

Enhanced engagement efforts by the Planning Department and other key departments would be helpful to improve community discussions regarding development projects. That being said, such engagement and information sharing requires staff resources. The ability to develop and provide education programs needs to be carefully balanced with other Planning/Corporate priorities. The enhancement of Saanich's on-line resources is one area where additional attention would pay off without the need for significant ongoing staff resources. That being said, in-person discussions are invaluable for all parties.

Status: Underway. This is a continual process as time permits.

Updating the Development Review Process Manual

A Development Process Manual was prepared for all types of applications and development related procedures following the 2009 Service Delivery Assessment Review. This manual was last updated in 2014. While it is still a valuable reference for Current Planning staff, updates are required to reflect evolving processes, changes to application tracking software and enabling legislation. An updated manual would help to provide a more consistent approach and common understanding at all Planning staff levels.

Status: Underway. Target completion – Q4 2018.

Undertaking a Comprehensive Review of the Zoning Bylaw

The Saanich Zoning Bylaw needs to be made more user-friendly. Over time, numerous amendments, including the addition of new site-specific zone schedules, have resulted in bylaw inconsistencies. Some of the permitted uses lack definitions and clarity could be improved throughout the bylaw. Graphics should also be added to improve readability.

Staff have been working to address key bylaw issues as they arise but generally, these are band aid solutions to address specific issues and do little to improve the overall usability of the bylaw. The complexity of the Zoning Bylaw, combined with lack of clarity and readability means that staff spend an inordinate amount of time responding to questions about bylaw regulations and permitted uses.

A comprehensive review of the Zoning Bylaw would take considerable time and require extensive consultation. Currently, staff resources to undertake such a review are not available without taking staff away from development application work. A comprehensive review of the Zoning Bylaw would best be accomplished with the assistance of a consultant.

Status: Underway. A staff report to Council outlining; potential scope, options, and costs is being prepared. If Council supports the project, it would be forwarded to a Strategic Planning Session for prioritization in relation to Council's other corporate initiatives. Target for report completion – Q3 2018.

Updating Development Permit Design Guidelines

Along with the Official Community Plan and Zoning Bylaw, the Design Guidelines provide essential information to the development industry about the form and character of buildings that Council and the community would like to see constructed. Preliminary work was undertaken on updating the design guidelines in 2009. Further work was postponed to address other Council priorities.

As with the Zoning Bylaw, an updating of the Design Guidelines would take considerable time and require significant consultation. Currently, staff resources to undertake such a review are not available without taking staff away from development application work. An update of the Design Guidelines would best be accomplished with the assistance of a consultant.

Status: Underway. A staff report to Council outlining; potential scope, options, and costs is being prepared. If Council supports the project, it would be forwarded to a Strategic Planning Session for prioritization in relation to Council's other corporate initiatives. Target for report completion – Q3 2018.

POTENTIAL PROCESS OPTIONS FOR FURTHER IMPROVEMENT – COUNCIL DIRECTION REQUIRED

1. Re-enforce the Expectation for Complete Applications

The ability of staff to respond to development applications in a timely manner depends on the cooperation of the applicant and their consultants and the quality of information provided with the application. Hiring architects and other consultants to provide complete plan packages, transportation impact assessments, parking studies, tree reports, site servicing plans, and environmental assessments is costly. Some applicants are reluctant to provide that level of information up front with no guarantee that their application will be approved.

Pre-application meetings between staff and the property owner/developer are an option for all applicants. These meetings help to clarify and refine the level of information required based on the specific type of application, site-specific considerations, and community expectations.

While staff attempt to hold the line on this issue, pressure to take incomplete applications is significant, and it can appear bureaucratic to reject an application when a promise is made by the owner/developer that required information will follow in a timely manner. In most cases the file cannot be circulated until this information is received. Staff then spend time following up with the applicants, and processing timelines are brought into question, based on applications being opened/in-progress, but without having the necessary information to complete the review.

If Council wishes to re-enforce this expectation, incomplete applications would not be accepted. That being said, if the applicant refused to submit all of the required information, a short two page summary report of the application and outstanding information would be forwarded to Council for direction.

2. Circulation Response Times

Currently, applications are circulated internally, to outside agencies, and the community association. Through Service Level Agreements with internal departments, circulation responses are required within 30 calendar days. Based on workload and existing staffing levels, a shorter response time would be difficult to consistently achieve without additional resources.

Responses from outside agencies (e.g. Ministries, ALC) and community associations are requested within 30 calendar days. In terms of Ministries and other government bodies, formal service level agreements defining response times are unlikely to be realized. To that end, staff endeavour to develop and maintain positive staff to staff relations to help facilitate timely review of applications.

In terms of the community associations, understandably some choose not to respond until the applicant has arranged to meet with the association and undertaken a community consultation process which may include one or more open houses. Also, increasingly more often, an association will request staff to supply additional plans and consultant studies for their review. As applications become more complex, and supporting documents become more numerous, the level of review by such volunteer organizations cannot always be achieved within the 30 day timeframe, particularly during the summer months and other vacation periods when associations typically do not meet on a regular basis.

While community association input is essential, it is one aspect of the process that can delay completion of the staff report and consideration of an application by Council. Council guidance on whether they wish to set a specific time frame for community association responses, would be helpful.

3. Environmental and Social Review (ESR) Green Sheet and Memo

The ESR process was introduced in the early 1990's for all major planning and development projects. In recent years, requests from Council for ESRs have been rare, but staff are still obligated to complete the initial review (Green Sheet) and prepare a memo to Council for all rezoning applications, and subdivision applications that require Council review. Based on that memo, a councillor may request that an application be placed on a Committee of the Whole agenda for consideration of the need for an ESR to address specific items.

The ESR review has for the most part become redundant. Official Community Plan and Local Area Plan policies now cover many potential impacts. In addition, Environmentally Sensitive Areas (ESA) are identified on ESA maps available on the Saanich website. Environmental and social information necessary for Council to make an informed decision about a project is now a standard requirement as part of the application submission. This information is summarized in the Planner's report to Council, and/or included in the agenda package as a stand-alone information report from a consultant. Council also has the ability to request additional information at Committee of the Whole or Public Hearing, if an unanticipated issue arises.

4. Assign a Higher Priority to Development Applications over other Planning Work

Processing development applications is only a part of the overall workload of the Planning Department. Often, other work program priorities must compete for the limited staff resources. If the processing of development applications is a priority for Council, this needs to be reinforced through the Strategic Plan so that staff resources can be assigned accordingly.

5. Prioritize Applications for accelerating processing based on Council/Community Objectives

Within the current context, ongoing reviews for application processing efficiencies can only stretch existing resources, in a meaningful way, so far. Acknowledging this limitation, Council may wish to prioritize certain types of applications based on key objectives of the Official Community Plan such as; affordable housing, and/or creating a more resilient local economy and diverse tax base. This type of change would mean that affordable housing projects and large scale commercial and light industrial projects would “move to the front of the line”. All other projects, unless directed by Council, would be handled in the order they arrive. It is important to acknowledge by accelerating certain types of applications, you would inevitably delay others.

6. Pre-Zone Focused Areas after Community Planning Process is Complete

One means of making a significant impact on development application timelines is to pre-zone lands following the approval of major land use plans, such as the “Shelbourne Valley Action Plan” and “Uptown Douglas Corridor Plan”. Major and Neighbourhood “Centres” are where the vast majority of future growth and density is to be focused. Pre-zoning in these locations after a community based planning process was completed, would allow the vision to be realized more efficiently. In order to address Council and community expectations, zoning with community contribution requirements built in would need to be prepared in consideration with the public and key stakeholders, and implemented. In this scenario, a developer would then only need to apply for a Form and Character Development Permit. As Council is aware, Saanich’s Design Guidelines would need to be updated to ensure clarity for the developer and that Council and community expectations are achieved.

7. Broaden the Delegated Authority for Minor Development Permit Amendments

Currently, Council has delegated authority to the Director of Planning to approve minor changes to Development Permit plans, where changes would not be detrimental to the overall character of the development and no variances would be required. Minor amendments are generally approved in about two weeks as opposed to 4-6 months if consideration by Council is required. Providing greater discretion to the Director of Planning to deal with minor amendments by increasing the scope of changes that can be considered would reduce both processing requirements and processing times.

8. Further Expand Delegated Authority

The “Local Government Act” allows for Council to delegate authority for staff and other bodies to undertake work on its behalf. For example, Council currently delegates its authority for: Fire Interface Development Permits to the Manager of Inspection Services; Streamside Development Permits to the Manager of Environmental Services; approval of the stratification of existing Buildings to the Director of Planning; and variances related to single family lots/dwellings to the Board of Variance.

When applied thoughtfully, delegation can improve processing times while still achieving Council and community objectives. When not applied judiciously, delegated authority can increase demands on already taxed staff thereby slowing down development and other Council initiatives, and eliminate transparency and beneficial engagement between Council and residents. Two examples of delegation that Council may wish to explore further are: Heritage Alteration Permits without variances (the Saanich Heritage Foundation would remain part of the process); and Industrial Development Permits without variances.

9. Role of the Advisory Design Panel

The Advisory Design Panel currently meets twice per month and reviews institutional, multiple family, and commercial projects. The Advisory Design Panel provides valuable input on building design and means for further improvement. Their feedback is included in Council reports. While developers are wise to take the Advisory Design Panel's recommendations on board, they are not obligated to do so. That being said, staff cover off many, if not all, of the same issues during its review process.

Two alternatives could be pursued by Council, discontinue the Advisory Design Panel, or focus the Advisory Design Panel's work to significant building projects in Major and Neighbourhood "Centres". In the latter scenario, as an example the redevelopment of the University Heights Mall would be sent to the Advisory Design Panel, while a townhouse project would not.

10. Reduce the Number of Required Council Meetings

Currently, rezoning applications typically appear before Council four times, specifically: 1) Committee of the Whole; 2) First Reading of the Bylaw; 3) Public Hearing; and 4) Final Reading of the Bylaw, after the Restrictive Covenant is registered. While this provides multiple opportunities for public feedback, it does lengthen the development application review timeline.

An alternative approach could be to eliminate the Committee of the Whole meeting and focus input to the Public Hearing. In this scenario an application would appear before Council two or three times, specifically: 1) First Reading of the Bylaw (no Council discussion occurs, First Reading is solely granted so the application can appear at the Public Hearing); and 2) Public Hearing. After Public Hearing is complete, if Council felt the application was worthy of approval, a Council meeting would be convened the same night, to grant 2nd, 3rd and Final Reading if there were no requirements for legal documents to be prepared and registered. If legal documents were required, a third meeting would be required.

11. Increase the Number of Available Council Meetings

In 2017, Council amended its meeting schedule to hold Council and Committee of the Whole meetings on separate evenings. While this change was done to achieve a number of important objectives, it has resulted in fewer Committee of the Whole meetings available for applications to be considered at. This change has impacted timing for moving rezoning applications through the four required Council meetings (Committee of the Whole, First Reading, Public Hearing, Final Reading).

12. Process Change for Applications where Council is not the Decision Making Authority

Council policy requires certain antenna applications to appear before Council as a means to receive public input. Local governments are only required to act as a conduit for the delivery of local resident input to the Federal Authority that oversees such matters. Residents can also contact the Federal Authority directly.

While the current approach is well intentioned, Council is not the decision maker on these applications. In an effort to better allocate limited resources, which includes Council and planning staff time spent processing such applications, Council could choose to amend its current policy. The proposed change would be to eliminate the need for such applications to appear before Council. Feedback would still be collected in writing and passed along to the Federal Authority. Staff could still notify local residents to ensure they were aware of the application, who the decision making authority is, and the means to provide comment.

Provincial Liquor Licence referrals are a similar situation and would be worthy of exploring for potential resource savings as well.

ALTERNATIVES

1. That Council support the 12 proposed options for change.
2. That Council support some of the 12 proposed changes.
3. That Council provide alternate direction.

FINANCIAL IMPLICATIONS

Some of the recommended changes would require financial resources to implement. If Council supports all/some of the proposed changes, terms of reference/costs would be provided and the initiative could be accessed as part of the annual budgeting process, or independently if so desired.

STRATEGIC PLAN IMPLICATIONS

Some of the recommended changes would impact the staff available to work on other Strategic Plan initiatives. If Council supports all some of the proposed changes, terms of reference/costs would be provided and the initiative could be accessed and prioritized as part of Council's Strategic Planning Process.

CONCLUSION

The Current Planning Division oversees the development review process for a wide variety of applications. The Saanich Development Review process has, over a period of several decades, become increasingly layered and complex and as with many communities through BC and Canada, is criticized as being slow at producing decisions.

Focused changes were made to the development process following formal reviews in 2002, 2006, and 2009. Ongoing service delivery assessment and improvement takes place as time and resources permit. Despite significant changes over the last 15 years, the desire for faster development review remains for Saanich and many communities throughout BC. Staff continue to try and balance the desire for shorter processing times with the increasing demand for information to make decisions with and the community's desire for meaningful engagement and participation.

Most new development in Saanich occurs in "Centres" and "Villages", or as infill within established neighbourhoods, requiring special considerations to ensure neighbourhood compatibility including extensive community consultation. Most new development requires rezoning. All commercial, industrial and multi-family housing development requires a Development Permit.

Processing of development applications is a priority for the Current Planning Division. The time required to process development applications is influenced by a number of factors including many that are beyond the control of Planning staff. The development review process is constantly evolving and changing in response to market conditions, Council policies and priorities, staff resources, community input, and applicant expectations. This report outlines a

number of actions that could be considered to streamline the application review process, eliminate inefficiencies, and improve processing time. Streamlining the development review process and reducing processing time for development applications will require a commitment from applicants, consultants, community associations, the public, other stakeholders, and all levels of the organization to implement positive change.

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cc: Paul Thorkelsson, Administrator
Brent Reems, Director of Building, Bylaw, Licensing, and Legal Services
Harley Machielse, Director of Engineering
Suzanne Samborski, Director of Parks and Recreation

ADMINISTRATOR'S COMMENTS:

I endorse the recommendation from the Director of Planning.

[Handwritten Signature]
Paul Thorkelsson, Administrator



Report

To: Mayor's Standing Committee on Housing Affordability and Supply
From: Councillor Plant
Date: September 23, 2019
Subject: Zoning Bylaw changes

RECOMMENDATIONS

That the Standing Committee on Housing Affordability and Supply recommend to Council that:

1. Staff be directed to bring Council proposed changes to Zoning Bylaw 8200 permitting greater height and density in RA-zoned properties (apartment zone).
2. Staff be directed to bring Council a report recommending the creation of a new (or modified) RA or RS zone that would be applied only inside the Urban Containment Boundary that would permit micro units in multi-unit developments on lots that were previously single family lots provided certain criteria (ie. setbacks, minimum lot sizes) were met.

BACKGROUND

The issue of housing affordability and supply continues to be at the forefront of Saanich Council's mind. The election of several new Councillors in 2018 who also spoke about the need for more housing during the election campaign has only increased Council's interest in providing more housing options in Saanich.

This interest was also reflected in the 2019 Saanich Citizen Survey Report:

Housing, and the cost of housing, was seen as the most important issue facing the District of Saanich, which actually mirrored the highest proportion response from the question that asked respondents for their one hope for Saanich over the next five years: affordable housing (page 3).

Given that Saanich Council is not in favour of expansion outside of the Urban Containment Boundary (UCB), Council must instead focus on measured and appropriate densification inside the UCB. However, these lands are largely already developed and therefore it is through thoughtful redevelopment, densification and increased height that success will need to be found.

This report is suggesting that the current Council's vision for the municipality regarding height and density is not in alignment with the current RA zoning in Saanich and provides two recommendations to begin to address this lack of alignment.

The creation of the Housing Affordability and Supply Standing Committee has provided committee members an opportunity to propose ideas and refine them at the committee level before recommendations are made to Council.

The two recommendations in this report are designed to be the first of a suite of recommendations that will be developed and submitted to Council for consideration in an attempt to help provide more attainable housing in Saanich.

While acknowledging that necessary statutory consultation must occur, this report is articulating that staff will bring these recommendations to Council in an expeditious manner.

RA ZONE HEIGHTS (RECOMMENDATION #1)

The first recommendation is designed to align the vision Council has expressed informally, but not yet articulated in policy, regarding multi-unit building height in Saanich. Most RA Zones in Saanich limit the height of buildings to 4 storeys and only in situations where special development plans have been created (ie. Shelbourne Valley Action Plan, Uptown Douglas Corridor, Nigel Valley) can higher buildings be considered.

This recommendation is intended to provide a method for Council to determine what heights are more appropriate in Saanich given the understood need for additional housing and the community's stated desire for greater density in the appropriate areas as we grow as a municipality.

MICRO-UNIT ZONE (RECOMMENDATION #2)

The second recommendation is based on the example several members of Council toured and saw at 2732 Doncaster Drive in the City of Victoria. This former single-family lot now has 11 rental units in a "R3-A1 and R3-A2 ZONES, LOW PROFILE MULTIPLE DWELLING DISTRICT". For the purpose of clarity, a microunit is usually 350 sq ft or less.

The second recommendations for consideration is that the Committee support having staff investigate this option (or develop a similar one) and provide a similar zoning opportunity in Saanich. The builders of this project in Victoria have decades of experience building in the region and believe it is something they could make work in Saanich. Given the smaller unit sizes the units become more affordable and can be marketed as either rental units or condominiums for purchase.

Given the prominence of large single-family lots in Saanich, this is a concept that deserves consideration.

SUMMARY

This report proffers that Saanich Council's vision for multi-family housing is not in alignment with its current zoning bylaws. It is therefore appropriate to have staff amend Zoning Bylaw 8200 to permit more height and density in RA Zones and potentially create a new zone for microunits on properties that were formerly single-family lots.

These changes will signal to the public and to the development community Council's willingness to consider certain changes to land use to provide a greater variety of housing and more affordable housing options.

These two recommendations are an immediate step towards trying to align Council vision with policy.



Submitted by:

Councillor Colin Plant