

**Attachment A:**

Shelbourne Valley Action Plan Update

**Terms of Reference**

September 9, 2024

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## 1. BACKGROUND

The Shelbourne Valley Action Plan (SVAP) was adopted on May 1, 2017. The plan identified a comprehensive vision and implementation strategy to guide land use and transportation decisions in the Shelbourne Valley area over a 30-year period.

Since the adoption of the Plan, several significant developments, capital projects, and initiatives (completed and ongoing) have been implemented. The overarching Saanich policy framework has also changed considerably, with the most notable advancement being the adoption of the Official Community Plan (OCP), which provides the overall vision and policy framework to guide growth and change in Saanich. Additionally, the Provincial Government has introduced new mandates for accelerating housing development to address the growing demand. Since the Shelbourne Valley Action Plan addresses key Center, Corridor, and Village areas that are critical to the overall growth framework of the OCP, it is crucial to update the Plan to ensure consistency with the newly adopted OCP, updated housing need projections and other emerging policy priorities.

Another key element of the Shelbourne Valley Action Plan implementation is the ongoing Shelbourne Street Improvement Project (SSIP). This multi-year project started in April 2020 and is aimed at transforming Shelbourne Street into a complete street, with improved cycling, pedestrian, and transit infrastructure. The project consists of three phases and is now in its second phase, with an estimated completion date of July 2026. The Shelbourne Valley Action Plan will be updated to reflect the implementation progress of the Shelbourne Street Improvement Project.

A number of development projects have been approved and constructed under the policy framework of the SVAP since its adoption. These projects have added valuable housing to the Plan area and provided an opportunity to gather information on implementation challenges and potential areas for policy updates. One example is the University Heights redevelopment, a mixed-use project featuring residential, commercial, and community spaces that once complete will add over 600 residential units to the area.

As the Shelbourne Valley area continues to develop, a review of the SVAP is important to stay consistent with the changing trends in demography, provincial legislation, community aspirations and Saanich's overarching vision.

## 2. PURPOSE

The purpose of the Shelbourne Valley Action Plan Update is to evaluate changes since the Plan's adoption in 2017 and update land use and other policies to better align with the provisions in the Official Community Plan and address current planning priorities. The review will help ensure continued relevance and effectiveness of the plan in guiding development and initiatives in the Shelbourne Valley area by providing a framework for future growth and development that reflects current community needs, aspirations, and District-wide priorities.

### 3. STUDY AREA

The Shelbourne Valley Action Plan area encompasses properties approximately 500 meters on both sides of Shelbourne Street, from near Torquay Road to North Dairy Road.

For this Plan update, the existing boundaries of the area will be retained (Figure 1, Study Area (SVAP 2017)). In the 2017 Plan, land use and building height designations are mainly constrained to parcels within the first block on both sides of Shelbourne Street and close to Centres. This update will involve examining additional areas for land use change, looking to increase housing options within close walking distance of Frequent Transit on Shelbourne Street. The area outlined in blue in Figure 1 represents the area where land use change will be examined. In areas where the Quadra McKenzie Plan (which is currently underway) and Shelbourne Valley Action Plan overlap, the land use designations in the Quadra McKenzie Plan will take precedence.

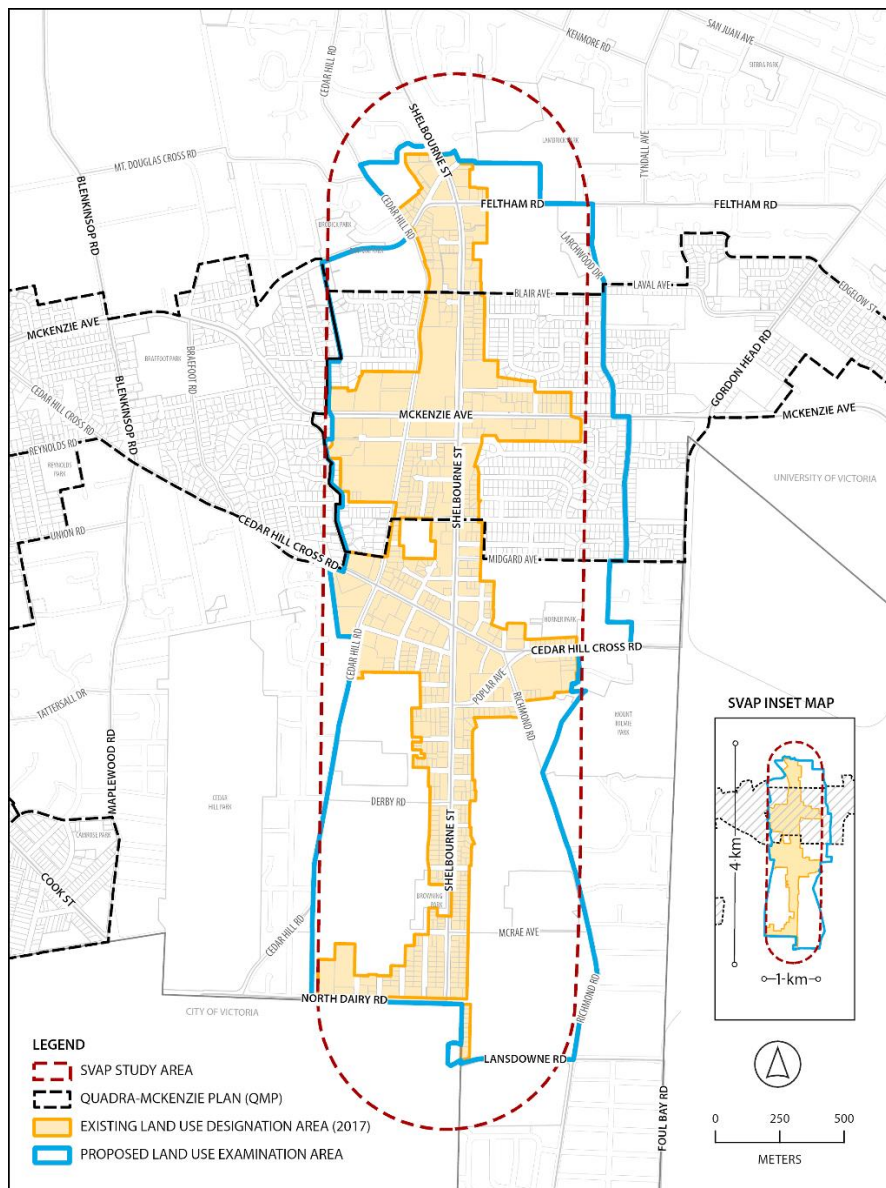


Figure 1: Map Showing Boundaries for the Study Area

## 4. PROJECT OBJECTIVES

The Shelbourne Valley Action Plan update process seeks to:

- A. Assess implementation progress towards the Plan's goals, objectives, and policies.
- B. Identify trends, issues and policy/ regulatory changes impacting plan implementation.
- C. Determine changes to the Plan that are required to address implementation issues and ensure that it is consistent with recently adopted, updated, or ongoing planning initiatives.

## 5. SCOPE OF WORK

The update focuses on land use within the Shelbourne Valley area. The Plan will be revised to incorporate recent changes, improvements and initiatives in Saanich since its adoption.

### 5.1. In-Scope

The tasks required to identify necessary amendments to optimize policy alignment and address other implementation issues are as follows.

#### **A. Assess implementation progress towards the Plan's goals, objectives, and policies.**

- Compile and evaluate key capital projects, plans and initiatives completed or in progress, particularly focusing on their relevance to the core content outlined in Sections 4-7 of the SVAP. These include but are not limited to the following:
  - Official Community Plan;
  - Active Transportation Plan;
  - Climate Plan;
  - Community Amenity Contribution and Inclusionary Housing Policy;
  - Quadra McKenzie Plan (QMP) (in progress);
  - Development Permit Area Guidelines;
  - Shelbourne Street Improvements Project;
  - Bowker Creek feasibility study;
  - Biodiversity Conservation Strategy; and
  - Capital projects like transportation infrastructure, parks, etc.
- Conduct an inventory of development applications (approved or in progress) and evaluate their housing outcomes, community amenity contributions and alignment with applicable SVAP policies.
- Review existing SVAP policies for necessary updates to align with the OCP land use framework.

#### **B. Identify trends, issues and policy / regulatory changes impacting plan implementation.**

- Review assumptions and data in the SVAP to ensure up to date context is provided.
- Assess the implications of recent Municipal and Provincial policy and regulatory changes on the Plan's implementation.

- Engage with the community, developers, and stakeholders to understand implementation challenges.
- Assess the economic viability of land use designations, including through updating pro-forma analysis and analyzing factors that influence viability.

**C. Determine changes to the Plan that are required to address implementation issues and align with recent planning initiatives.**

- Revise the Shelbourne Valley Action Plan to align with recent initiatives and incorporate current information identified in task A. This includes but is not limited to:
  - Exploring changes to SVAP land use designations to align with the OCP land use framework.
  - Adopting the Quadra McKenzie Plan land use designations in areas where the Shelbourne Valley Action Plan (SVAP) overlaps with the ongoing QMP.
  - Updating the Urban Design and Accessibility chapter of SVAP to reflect new Development Permit Area Design Guidelines.
- Identify additional amendments to the Plan based on the outcomes and gaps identified in the assessment conducted by tasks A and B.
- Examine existing Plan policies and propose necessary changes to increase the likelihood of reaching the Plan's goal and objectives.
- Update the SVAP document to include all amendments and new policy directions.

**5.2. Out of Scope**

The following issues are not within the scope for the plan update.

- **Quadra McKenzie Plan (in progress):** Revisions or inputs to the ongoing Quadra McKenzie Plan are not included. The Shelbourne Valley Action Plan will incorporate decisions and recommendations from the Quadra McKenzie Plan in areas where both plans overlap, most notably in the University Centre area.
- **Shelbourne Street Improvements Project (SSIP):** Although this project is within the Shelbourne Valley area, the Plan update will not consider changes to this implementation project. The SVAP will only be updated to reflect progress made on SSIP implementation.
- **Plan Vision:** The current vision for the Shelbourne Valley Action Plan will not be reviewed or revised during this update process. The vision was collaboratively decided during the plan development, and it reflects the community's aspirations for the next 30 years.

## 6. PLANNING PROCESS AND TIMELINE

The update of the Shelbourne Valley Action Plan is anticipated to span eleven (11) months. The final project deliverable is the presentation of a Proposed Updated SVAP to Council. Details of the planning process, including phases, activities and deliverables are summarised in Table 1.

**Table 1: Planning Process**

<b>Phase</b>	<b>Activities</b>	<b>Deliverables</b>
<p><b>Phase 1:</b></p> <p><b>Project Initiation and Preliminary Assessment</b></p> <p>Sep. - Oct. 2024 (2 months)</p>	<ul style="list-style-type: none"> <li>• Prepare a project charter</li> <li>• Public awareness and notifications</li> <li>• Research and technical analysis</li> <li>• Update all data in SVAP to align with recent studies and projections</li> <li>• Evaluate planning initiatives and projects relevant to SVAP</li> <li>• Evaluate the approved development applications in SVAP area since 2017</li> <li>• Organize public engagement events</li> <li>• Internal consultations</li> </ul>	<ul style="list-style-type: none"> <li>• Project charter</li> <li>• Engagement strategy</li> <li>• Updated demographic and area profile</li> <li>• SVAP implementation progress report</li> </ul>
<p><b>Phase 2:</b></p> <p><b>Plan Evaluation</b></p> <p>Nov. - Jan. 2025 (3 months)</p>	<ul style="list-style-type: none"> <li>• Online and in-person engagement with the community and other stakeholders to assess the SVAP and examine potential changes to land use</li> <li>• Prepare an engagement summary</li> </ul>	<ul style="list-style-type: none"> <li>• Engagement summary</li> </ul>
<p><b>Phase 3:</b></p> <p><b>Plan Update</b></p> <p>Feb. - Apr. 2025 (3 months)</p>	<ul style="list-style-type: none"> <li>• Align SVAP with recent initiatives and projects</li> <li>• Explore changes to land use designations within the SVAP land use examination boundary</li> <li>• Evaluate the economic viability of the proposed SVAP land use designations</li> <li>• Align the SVAP land use designations with the OCP land use framework and Quadra McKenzie Plan</li> <li>• Address other planning/community issues</li> <li>• Identify priority implementation activities</li> <li>• Prepare the draft updated plan</li> </ul>	<ul style="list-style-type: none"> <li>• Summary of SVAP gaps and preferred policy amendments</li> <li>• Draft Updated SVAP</li> </ul>

<p><b>Phase 4:</b></p> <p><b>Draft Plan Review and Refinement</b></p> <p>May. - Jun. 2025 (2 months)</p>	<ul style="list-style-type: none"> <li>• Internal draft review</li> <li>• Online and in-person engagement to seek feedback on the Draft Updated SVAP</li> <li>• Refine the proposed amendments to the SVAP and OCP</li> </ul>	<ul style="list-style-type: none"> <li>• Engagement summary</li> <li>• Revised Draft Updated SVAP</li> <li>• Draft OCP Bylaw amendments</li> </ul>
<p><b>Phase 5:</b></p> <p><b>Plan Adoption</b></p> <p>Jul. 2025 (1 month)</p>	<ul style="list-style-type: none"> <li>• Prepare council report</li> <li>• Formal adoption process</li> </ul>	<ul style="list-style-type: none"> <li>• Council report</li> <li>• Proposed Updated SVAP</li> <li>• Proposed OCP Bylaw amendments</li> </ul>

## 7. COMMUNITY ENGAGEMENT

Community involvement in the planning process will be available through the following avenues:

- Online feedback via “Hello Saanich” in Phase 2 and Phase 4
- Pop-Up booth at Quadra McKenzie Plan engagement in Phase 1
- Webinar sessions in Phase 2 and 4
- Open house events in Phase 2 and 4
- Meetings with community stakeholders
- Email notifications to subscribers and receipt of inquiries throughout the planning process
- Update on the project website and “Hello Saanich” throughout the planning process
- Public hearing in Phase 5

The levels of public participation, tools, and goals of engagement during different phases of the project is described in Table 2.





**Table 2: Level of Public Engagement for Each Project Phase (International Association of Public Participation (IAP2) spectrum)**

Phase	Level of Participation	Engagement Tools	Primary Engagement Goal
<b>Phase 1:</b> Project Initiation and Preliminary Assessment	Inform	Social media, project website, Hello Saanich, email notifications/ letters to community associations, property owners and other stakeholders	To raise awareness on the SVAP update and collate data on relevant issues for consideration during the planning process
<b>Phase 2:</b> Plan Evaluation	Inform Consult Involve	Online and in-person meetings with the community and other stakeholders, online feedback, in addition to Phase 1 engagement tools	To assess the SVAP, discuss key issues in the area and potential future land use designations
<b>Phase 3:</b> Plan Update	Inform	Project website, Hello Saanich, social media, and email notifications	To inform the public about the ongoing plan update and provide details on the engagement opportunities in Phase 4
<b>Phase 4:</b> Draft Plan Review and Refinement	Inform Consult	Online and in-person meetings with the community and other stakeholders, online feedback, in addition to Phase 1 engagement tools	To inform the public about the draft plan and obtain their feedback and suggestions
<b>Phase 5:</b> Plan Adoption	Inform	Public hearing	To inform the public of the final updated SVAP

## 8. DIVERSITY, EQUITY, AND INCLUSION

The engagement activities and policy design principles that will be applied in the Shelbourne Valley Action Plan update process will ensure that the engagement environment is welcoming and the voices of all participants, particularly those from underrepresented, marginalized and vulnerable groups are heard and valued.

To ensure a diverse and inclusive process, the process will adopt the following principles:

- **Inclusive Invitations:** Invite a diverse range of people to participate in the engagement events.
- **Accessible Venues:** Hold events in places that are easy to get to for everyone (of all ages and abilities); preference for locations with convenient walking, cycling and transit access.

- **Flexible Formats:** Offer meetings at different times with a mix of online and in-person options to accommodate varying schedules and preferences.
- **Accessible Communication:** Use simple language and illustrations for easy understanding of the information being communicated. Information will be available both in digital and in print format.
- **Diverse Needs:** Recognize and accommodate the diverse barriers, needs, and priorities of different community segments.
- **Performance Evaluation:** Collect public feedback on the success and inclusivity of events through short surveys. Conduct staff debriefs to review and assess the effectiveness of the engagement efforts and make improvements. Prepare an Engagement Summary highlighting the success and areas for improvement in the equity, diversity, and inclusion strategies.

## 9. BUDGET

In addition to staff resources, the budget for updating the Shelbourne Valley Action Plan is \$50,000. This budget will cover expenditures for technical studies, public engagement, and contingencies.

## 10. DELIVERABLES

1. Proposed updated Shelbourne Valley Action Plan
2. Proposed Official Community Plan Amendments
3. Identification of priority implementation activities