



## District of North Saanich

# STAFF REPORT

To: Tim Tanton  
Chief Administrative Officer

Date: March 2, 2020

From: Carly Rimell  
Planner

File: 6480-20 OCP Review

**Re: Official Community Plan Review – Scope and Proposed Approach**

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### **RECOMMENDATION**

That Council:

- i. Endorse the report titled Official Community Plan Review – Scope and Proposed Approach dated March 2, 2020 for information; AND
- ii. Direct staff to proceed to work with legal counsel to develop a Request for Proposals based on the content of the report title Official Community Plan Review – Scope and Proposed Approach dated March 2, 2020.

### **STRATEGIC PLAN**

This matter relates to the following Council strategic priorities:

***Protect and Enhance Rural, Agricultural, Heritage, Marine and Environmental Resources***

***Maintain a Safe and Healthy Community***

***Ensure a Strong Leadership, Fiscal Responsibility and Transparent Government***

***Maintain a Strong Sense of Community***

***Encourage Compatible Commercial and Local Business Development***

### **INTRODUCTION**

Council's Strategic Plan identifies a review and update of the Official Community Plan (OCP) over an anticipated two-year period beginning in 2020.

This report identifies the scope of the review, and includes context for the OCP and topics and issues to be addressed through the review process. It also outlines the high-level draft work plan and approach to engagement. The detailed work plan, including full engagement strategy, will be finalized once a consultant has been selected and engaged.

### **BACKGROUND**

#### ***What is an OCP?***

An OCP is defined by the *Local Government Act* (LGA) as a statement of objectives and policies to guide decisions on planning and land use management. An OCP serves as an overarching

vision and framework to assist in Council's decision making process, particularly with respect to Zoning Bylaw amendments.

### ***Legislative Requirements of an OCP***

The LGA within s.473 outlines the content and process requirements that must be included within the OCP and s.474 outlines policy statements regarding what may be included within the OCP (Appendix A: LGA Excerpts). The LGA in s.475 sets out requirements for consultation during the development of an OCP (Appendix A: LGA Excerpts). The local government must consider whether the opportunities for consultation with one or more of the persons, organizations and authorities should be early and ongoing. District staff have provided a suggested process for the OCP review and associated engagement approach within this report. Other pertinent sections within the LGA have also been provided for reference within Appendix A. Staff have carefully considered this legislative framework throughout the preparation of this report.

### ***Historical Context of OCPs within the District of North Saanich***

The District since its incorporation in 1965 has had 5 Official Community Plans.

OCP Bylaw No. 247, Adopted in 1977
OCP Bylaw No. 448, Adopted in 1984
OCP Bylaw No. 633, Adopted in 1989
OCP Bylaw No. 874, Adopted in 1998
OCP Bylaw No. 1130, Adopted in 2007 (current)

In general terms the Rural/Agricultural, Residential, Rural Residential/Country Residential Parks, Industrial, Commercial, and Community/Institutional land use patterns have remained largely the same since the adoption of the first OCP in 1977. Preserving and enhancing environmentally sensitive land and marine environments, and preserving agriculture and rural character remain consistent themes throughout the plans.

### ***Current OCP Bylaw No. 1130, 2007***

The contract for the update to the previous OCP (Bylaw No. 874) was awarded to KWC Planning Services in 2003. The public participation process included a community-wide survey of which 390 were returned. The OCP Review Committee<sup>1</sup> reported the outcomes of the survey to Council. Meetings were also held with the District's advisory commissions to help identify the issues. There were 8 public open houses held as consultation opportunities. Furthermore, in 2004, Cornerstone Planning Group was retained to engage in a community visioning process which resulted in the 'visions statements' or 'objectives of the plan' that are within section 2.2 of the OCP (Appendix B: Objectives OCP Bylaw No. 1130). The current OCP was adopted May 23, 2007.

The current OCP includes the following policy areas:

Environmentally sensitive areas	Parkland dedication and community amenities
Marine areas	Roads and servicing

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<sup>1</sup> The OCP Review Committee consisted of Council members and members of existing committees and commissions.



Agriculture/Rural	General development policies and development approvals
Residential	Special development areas and development permit areas
Commercial and light industry	Regional context statement

### ***Amendments to Bylaw No. 1130, 2007***

Over the past 13 years 14 OCP amendments were approved. The table below provides a summary.

Greenhouse Gas Reduction in response to BC Climate Action Charter and LGA requirements. (Bylaw No. 1231, 2010)	Canora-Rideau Amendments to DPA No. 8 Medium Density Small Lot Residential (Bylaw No. 1345, 2014)
Minimum parcel size policy ensuring consistency between repealing and replacing Zoning Bylaw No. 750 (Bylaw No. 1254, 2011)	RCS update: introduction of Area 1 (Tsehum) and Area 2 (McTavish) (Bylaw 1352, 2014)
Sandown, introduced Special Agriculture designation and amended policy sections, figures, schedules and development permit accordingly (Bylaw No. 1280, 2011)	Amended DPA No. 2 Creeks, Wetlands, Riparian Areas and significant Water Resources to correct the location of Ten Ten Creek (Bylaw No. 1374, 2016)
Introduction of small lot residential designation: Canora Mews (Bylaw No. 1303, 2013)	Amended Exemptions from Development Permit Requirements (Bylaw No. 1403, 2015)
Removal of the Wildfire DPA (Bylaw No. 1309, 2012)	Introduction of Health Commercial designation for Dunsmuir Lodge (Bylaw No. 1415, 2017)
Amend DPA No. 6 Multi Family Dwellings (Bylaw No. 1321, 2014)	Introduction of Multi-Family Affordable Housing Residential and associated policies (Bylaw No. 1464, 2018)
Development Approvals Information (Bylaw No. 1340, 2015)	RCS update to align with 2016 RGS (Bylaw No. 1485, 2019)

### ***Vision Statements or Objectives of the Plan***

In 2016 the District acquired the services of a consultant, Ipsos Public Affairs, to conduct a survey to obtain feedback on the core community values and goals reflected within the OCP (Appendix B: Objectives OCP Bylaw No. 1130) and on whether Area 1 (McTavish) and Area 2 (Tsehum) as was currently in the OCP was consistent with those values.

With respect to the nine objectives, the survey found that residents were highly supportive of all nine objectives that are meant to provide the framework for future land use (Appendix C: Community Values Survey Results Summary). Community support ranged from a high of 98% to a low of 87% for the objectives.

Section 2.1 outlines that the “overall goal of the OCP is the continued implementation of a pattern of settlement and land use in accordance with the Plan’s objectives.” As such, the Plan primarily focuses on land uses (marine, agriculture, residential, commercial, industrial), infrastructure (roads, servicing), and Development Permit Areas (form and character, environmental, and

natural hazards). A trend in recent OCP reviews conducted by other local governments within the province is to emphasize a deep consideration of the 20 year vision for the whole of the community and its residents through social, environmental and economic lenses.

## **DISCUSSION**

### ***Principles of an OCP Review***

To develop a vision for the community, the process must start with the community – our residents, organizations and businesses. Throughout the OCP review process we hope to learn what the community's values, hopes and aspirations are for the future. Some principles that will guide the review include:

- *Innovative, broad and inclusive engagement*  
Residents, business owners, property owners, renters, Tseycum and Pauquachin First Nations, CRD, BC Transit, community organizations and developers will be engaged. Groups that are traditionally unrepresented, such as youth and newer residents, will also be encouraged to provide input.
- *User-friendly document*  
The OCP tells the story of the District – its past, present and goals for the future. It articulates the vision and goals of the District. The updated OCP will be written in clear and concise language that use graphics where appropriate to create a user-friendly resource for Council, staff and the community.
- *Policy alignment*  
Existing plans that have already been developed with the community through consultative processes will be drawn on in order to provide continuity and help avoid stakeholder burnout. This way the information about broad issues will be evidence based and community based.

### ***Topics/Issues to be considered through OCP Review***

Staff have provided a high level overview of each policy area and some suggested considerations moving into the OCP review.

#### ***Agriculture and Food Systems***

Since the adoption of the current OCP the District has supported the development of the Whole Community Agricultural Strategy (WCAS), WCAS Implementation Plan and the Agricultural Economic Development Strategy (AEDS). Informed by these documents staff suggest an exploration of North Saanich as a food shed supported by an integrated and diverse local food system. The *ALC Act and Regulations* have gone through substantial amendments which will also need to be considered through the context of the OCP review. Staff suggest that specific consideration be given to the inclusion of a more detailed definition of rural character, and more detailed guidelines and policies for agri-business and agri-tourism\*\*. Staff would further suggest the exploration of the creation of a Farm Protection Development Permit Area and delineating clearer boundaries between the ALR, and Rural and Agricultural designations.

#### ***Residential/Housing***

In 2019 the Provincial government adopted Bill 18 bringing into effect the requirement of local governments to prepare reports that describe the current and anticipated housing need in their community. At the October 7, 2019 Council meeting it was resolved "That Council support the Capital Regional District to apply for, receive, and manage UBCM grant funding to complete a

\*\*indicates projects and initiatives identified within 2019 strategic plan



housing needs report in partnership with the District of North Saanich” [379]. A housing needs report is required to contain (see Appendix A: LGA Excerpts s.585):

- The number of housing units required to meet current housing and anticipated housing needs for at least the next 5 years by housing type
- Statements about key areas of local need
- The number and percentage of households in core housing need and extreme core housing needs
- A standardized summary form

The housing needs report is anticipated to be completed by the end of 2020 for Council’s consideration. This housing needs report will help inform necessary growth scenarios and identify housing types which should be considered through the OCP review.

Other issues which have been identified for consideration of review of the boundaries of Area 1&2\*\*, review of guest cottages being permitted on properties under 0.4 hectares\*\*, vacation rentals impact on housing\*\*, and consideration of what ‘infill’ housing would be appropriate and where in respect of the Regional Growth Strategy (RGS) land use designations. Staff would also recommend revisiting the multi-family affordable housing designation and associated affordable housing policies to ensure that these best support the creation of conditions which are favorable for affordable housing to be developed.

#### *Light Industry*

The current OCP does not support heavy industrial uses, but accommodates for light industrial uses. Recently the sewer area was expanded (Bylaw No. 1484) to include the 8 industrial parcels at the corner of Mills Road and McDonald Road. It is timely to review these policies as well as the associated development permit area.

#### *Commercial*

Commercial development of retail, business and personal services plays a minor role in the District’s land use pattern. The RGS also indicates that commercial uses are local serving and such uses and other employment opportunities result in minimal impact to the surrounding community and the environment. The existing OCP notes that it is anticipated that an increased demand for various types of commercial uses such as neighbourhood commercial, hospitality, commercial recreation and home occupation. Staff further suggest a review of marine-based commercial and land-based commercial policies, particularly with their practical application to the marine surface areas.

#### *Marine*

An update on sea level rise (SLR) and marine policy planning was provided to Council in December 2019. Council resolved that staff report back once the CRD has completed its current Flood Inundation Mapping Project. Work that was undertaken by Great Pacific Engineering (on behalf of the District) for a flood related adaptation concept development in the Tsehum Harbour area will be included as part of the report back to Council. These reports will be considered within the OCP review process as part of an evidence based approach to marine planning. Council has also identified the intention to advance policies to guide marine and shoreline development (include planning for SLR)\*\*, consider the marine task force recommendations\*\*, and consider the review of marina structures\*\*.

#### *Environmentally Sensitive Areas*

There may be new ecological communities and plant and animal species which are now at risk which weren’t during the previous OCP review in the mid-2000s. Staff suggest referencing data sets available from the Province to help inform policies and associated development permit areas

\*\*indicates projects and initiatives identified within 2019 strategic plan

for preservation, protection, restoration and enhancement of the natural environment, its ecosystems and biological diversity. These considerations will also help inform any associated development permit areas.

#### *Roads and Transportation*

The current OCP outlines a system of roads (arterial, collector and local) and pathways (bicycle and pedestrian) and strives to provide efficient linkages between residential areas and the Patricia Bay Highway to provide further access to the sub-regional node in Sidney. Staff recommend a review of the categorizations of Schedule D (Transportation and Cycling Network). The District will be initiating an Active Transportation Master Plan in 2020 which will inform the OCP. Based on feedback garnered during the Regional Context Statement (RCS) update reconsideration of the necessity of the proposed municipal collector extension for Littlewood Road is recommended. Other areas of policy exploration could include EV infrastructure, prioritization of transit and active modes of transportation in the design of infrastructure facilities and programs.

#### *Community Amenities and Greenspaces*

The current OCP includes 4 policies within Section 10 Community Amenities which are fairly succinct, however Section 18.2 Parks, Recreation and Open Space provides additional policies which relate. An expansion of this section to capture a broader sense and long term vision of the desired type of North Saanich's community amenities may be warranted. The District will also be initiating a Park Master Plan which will inform the OCP. A review and update to Schedule C (Community Amenities and Green Spaces) will be necessary.

#### *Servicing*

The District's Sanitary Sewer Master and Asset Renewal Plan (2017) and the Water System Master Plan (2016) should be consulted when considering capacity, phasing and any proposed land use scenarios that may be explored. A review and update to Schedule E (Municipal Services) and Figure 2 (Regional Context Statement Map) with respect to the boundaries of the North Saanich Servicing Area (NSSA)<sup>3</sup> will also be required.

#### *Heritage and Archaeology*

There are 3 officially designated heritage sites by bylaw: Holy Trinity Church (Bylaw No. 338), Nymph Point (Bylaw No. 344) and the Western Red-Cedar in Lillian Hoffer Park (Bylaw No.1079). A review and update to Schedule F (Significant Trees and Heritage Sites) will be required and reference to any updates provided through the BC Conservation Data Centre (CDC)<sup>4</sup>. Staff suggest consideration be given to broadening this section to consider inclusion of archaeological areas which have been identified through Provincial Remote Access to Archaeological Data (RAAD) mapping. The *Heritage Conservation Act* recognizes the historical, cultural, scientific, spiritual and education value or archaeological sites to First Nations, local communities and the public. This could also offer another opportunity for engagement with the Pauquachin and Tseycum First Nations throughout the OCP review process and potentially lead to greater acknowledgement on the history, practice and use of this area to provide a full social history and cultural meaning for the community.

#### *Airport*

The Victoria International Airport (VIA) is federally regulated and it is operated by the Victoria Airport Authority (VAA). VIA are federally managed lands and the District does not have any direct

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<sup>3</sup> The NSSA includes lands currently being serviced by sewer and those that could be considered to be services by sewer.

<sup>4</sup> The B.C. Conservation Data Centre maps known element occurrences (an area of land and/or water where a species or ecosystem is known to occur) of red- and blue-listed species and ecosystems. The CDC database includes the best available information and is update on a regular basis.



jurisdiction with regards to the VIA operations or land use, therefore the Districts OCP and Zoning Bylaws have no legal effect. A Memorandum of Understanding (MOU) between the District and the VAA was implemented in May 2000 based on a previous VAA land use plan. The VAA has a new land use plan and permitted uses (2018) as well as development permit guidelines (2018) document. Staff suggest these plans be considered as part of the review of airport land use policies and as an opportunity to inform the review of the MOU\*\* which is identified as a 2021 item within the District's 2019 Strategic Plan to further develop policy alignment.

#### *Special Development Areas (SDAs)*

There are 6 SDAs currently indicated within the OCP as Site 1: Canoe Cove Marina, Site 2: East Saanich/Creswell (adjacent to Dean Park Estates), Site 3: Baldwin Property, Site 4: Deep Cove Chalet, Site 5: Queen Mary Bay and Site 6: 9344 Ardmore. All of these properties with the exception of Site 1: Canoe Cove Marina and Site 5: Queen Mary Bay have been developed or partially developed. Staff suggest a review of which SDAs are still necessary and taking the opportunity to consider whether the policies from the remaining SDAs still align with the community's vision.

#### *Development Permit Areas (DPAs)*

There are currently 7 DPAs within the OCP, staff suggest the review of the guidelines and associated mapping to ensure the most updated data and information available is consulted within their development. Staff specifically suggest consideration of additional DPAs for restrictions on the use of land that is subject to hazardous conditions such as sea-level rise and wildfire. The CRD Flood Inundation Mapping Project is currently in development and could be used in conjunction with SNC Lavalin reports (Flood Construction Level and OCP Marine Policy and Guidelines Recommendations). The Community Wildfire Protection Plan is currently in development and could be used to inform a wildfire DPA\*\*. Council has also indicated interest in the development of an Energy Efficiency DPA\*\*. As noted above under Agriculture and Food Systems staff suggest the consideration of a Farm Protection DPA.

#### *Regional Context Statement (RCS)*

The most recent update to the RCS (Bylaw No. 1485) indicated that in keeping with the *Local Government Act* section 447(1)(b) in order to identify how the OCP is to be made consistent with the RGS over time, consideration will be given to the following when the OCP is reviewed:

- reviewing the boundaries of North Saanich Servicing Area
- the adoption of policies for protection from hazards such as a coastal flood mitigation bylaw
- the adoption of climate change adaptation policies through a marine policy review
- specific targets to increase the amount of land in crop production
- supporting First Nations food interests
- updating greenhouse gas reduction targets

The updated RCS acknowledges that Area 1 (McTavish) and Area 2 (Tsehum) are 'outside of the RGS' (Map 3a: Growth Management Concept Plan of the RGS) as these areas were still under policy development during the completion and adoption of the RGS in 2018. Furthermore, Council has indicated that the OCP update will include a review the boundaries of Area 1 & Area 2 Bylaw 1352 & area planning\*\*. The review of these areas and any proposed land use scenarios within these areas will require discussions with the CRD.

As part of the OCP review the RCS will need to be updated to reflect the updated policies and their relationship to the RGS. This will require a formal referral to the CRD Board for acceptance.

\*\*indicates projects and initiatives identified within 2019 strategic plan

### ***Other Priority Areas for Consideration***

Staff suggest the consideration of the addition of the following sections for the OCP review.

#### ***Climate Action***

In consideration of the Climate Emergency declared by Council in June 2019 [244] as well as to align with the RGS staff suggest the inclusion of a climate action section within the OCP update that addresses climate change impacts\*\*, sustainability, water conservation and trees. Other policy suggestions will also be collected through the OCP engagement, the Climate Change Select Committee recommendations, and the resulting Climate Action Strategy\*\* slated for 2020.

#### ***Community and Social Wellness***

Increasingly there are trends towards more fulsome sections relating to social needs, social well-being and social development including within local government OCP reviews. Staff suggest the exploration of including policies that relate to greater consideration of the District's role in further facilitating an age friendly, healthy, inclusive and accessible community. The District of North Saanich has partnered with the municipalities within the CRD to develop a community child care inventory and gap analysis which will subsequently inform an action plan. The action plan should be consulted during the OCP review process.

#### ***Local Neighbourhood Planning Policies***

Traditionally the District has been divided into the following established neighbourhoods:

- Deep Cove
- Curteis Point/Lands End
- Southeast Quadrant/Dean Park
- Ardmore

The District's land base is largely agricultural, rural and residential, and lacking in pronounced node settlement concepts with a complex diversity of mixed uses, densities and amenities which may require local area plans. Depending on the OCP plan development, and any resulting land use scenarios, consideration may want to be given to the inclusion of a few high level policies which can guide the long term vision of the most pertinent aspects of the sense of place, housing form and character of these general areas.

#### ***Economic Development***

The current OCP includes employment projections to the year 2038 which is consistent with the amendments which are in process at the CRD to the RGS. However, it does not provide detail on employment sectors or centres which may be helpful to supporting economic development on the Saanich Peninsula to obtain the desired minimum jobs/population ratio target of the RGS. Staff suggest further insight into this realm is necessary to determine how best to facilitate compatible economic development activities including home occupation\*\*.

#### ***Temporary Use Permits (TUPs)***

Local governments may designate where TUPs may be allowed and specify general conditions regarding the issue of TUPs in those areas - either through an OCP or Zoning Bylaw. At present the District does this through the Zoning Bylaw, rather than the OCP. Staff suggest that consideration be given to designating and providing general conditions for the application of TUPs through the OCP as opposed to the Zoning Bylaw to provide for broader and long range policy direction. This could also allow the opportunity to outline additional security requirements for greater consistency when considering TUP applications.

\*\*indicates projects and initiatives identified within 2019 strategic plan



*Shoal Harbour/Tsehum Harbour Integrated Management Plan (IMP)\*\**

Council recently received an introductory report on the possible roles for the District to consider with respect to the Shoal Harbour Migratory Bird Sanctuary IMP. Council directed staff to include consideration of a designation specifically for Tsehum Harbour, the inclusion of a special DPA, stricter policies on permissions and placement of structures as part of the OCP review.

***Policy Coherence – Relevant Plans and Policy***

The following plans, legislation and documents should be considered during the development of updated OCP (Appendix D).

**PROPOSED WORK PLAN**

A preliminary work plan with five phases is attached as Appendix E. The OCP is expected to take approximately 22-26 months to complete. This timeline could be impacted by issues that arise during engagement and/or by the required statutory referral processes. The timeline allows for some flexibility to respond to these variables.

The Request for Proposals (RFP) will require consultants to provide details on the proposed work plan, timeline, budget and engagement strategy.

***Phase 1: Background Research and Project Scoping [Up to 6 months]***

Staff will prepare a Request for Proposals (RFP) to engage a consultant to assist with the project. The consultant will offer professional assistance with planning, engagement and project management.

Staff will present the draft RFP to Council prior to issuing the RFP. Staff will evaluate the proposals and report back to Council with a recommended consultant.

The consultant will develop a detailed work plan to guide the work of staff and the consultant. This internal document will include a detailed task list with associated timelines and budget to deliver on project milestones. A high level workplan with milestones and timelines will be available on the project webpage.

The consultant will work with staff to develop an engagement strategy for approval by Council. The approach to engagement (described on page 10 and 11) establishes the principles and best practices that will be used to engage the public.

The terms of reference (TOR) for the OCP review will be developed (drawing from the information outlined within this report) for approval by Council.

An OCP advisory committee will assist in the review process and will be composed of a cross section of the community. A TOR for the advisory committee will also be developed for approval by Council.

Once the planning is complete, the project will be officially launched. The public launch is designed to generate interest to participate in the process and gather feedback on the vision for the community. A report outlining the work plan, engagement strategy and terms of reference will be provided to Council. This will inform and provide direction for all phases. A summary report will also be provided to Council at the conclusion of Phase 1.

***Phase 2: Community Visioning and Exploration of Emerging Concepts [4-6 months]***

The community will be invited to discuss the challenges and opportunities facing North Saanich. These discussions will be used as the foundation for developing a new or updated vision statement and goals. Staff will continue to work on issues identification and gap analysis. During

\*\*indicates projects and initiatives identified within 2019 strategic plan

this phase, land use scenarios will be developed, which will identify policy options and tradeoffs. A future land use designation map will be developed to help visualize the land use scenarios.

A summary report will be provided to Council at the conclusion of Phase 2.

***Phase 3: Drafting the OCP [3-4 months]***

The vision, goals and emerging concepts will be used to shape a first draft of the OCP. This first draft will be presented to staff and the public for feedback before being presented to Council.

A summary report will be provided to Council at the conclusion of Phase 3.

***Phase 4: Review and Revisions of the OCP [3-4 months]***

The draft OCP will be refined and brought back to staff and the public before being presented back to Council.

A summary report will be provided to Council at the conclusion of Phase 4.

***Phase 5: Bylaw Approval Process [6 months]***

The formal OCP bylaw procedure, required by the *Local Government Act*, will include referrals to affected agencies, neighbouring municipalities and the CRD, readings of the bylaw, at least one public hearing and final adoption of the new OCP.

***Engagement Approach***

IAP2 Spectrum: Involve: We will work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.

The engagement strategy will be developed once the consultant has been selected. The strategy will align with the District's Engagement Framework that is expected to be complete by the end of summer 2020.

Key principles that will be integrated into the engagement strategy:

- *Equity and accessibility:* Engagement will be designed to emphasize fairness in the process. Engagement opportunities will be inclusive, safe and sensitive to the needs for people of all ages, cultural backgrounds, abilities and preferences. Planning concepts and principles will be conveyed in simple language, using graphics where appropriate.
- *Responsiveness:* On-going evaluation will be conducted to identify gaps and opportunities for improvement. Engagement tools and tactics will adapt and evolve in response to the needs of participants.
- *Transparency and accountability:* The project team will ensure that participants understand what they are providing feedback about and will report back to participants and the public at the end of every engagement phase.
- *Creativity:* Use a variety of engagement methods, venues and imagery to create more appeal to participate in the process.
- *Partnerships:* Partners with organizations and community groups to reach more people in the community.



## ***Challenges***

The greatest challenge to the OCP review will be supporting the community to meaningfully participate in the process. Many barriers exist to participation including lack of time, awareness, knowledge and socio-economic and educational barriers. It is important that we hear from a wide cross section of the community, and that we structure engagement to encourage participation from individuals and groups that we do not traditionally hear from. A thoughtfully devised timeline and engagement strategy will provide opportunities for a variety of ways for the public to participate.

Complex land use planning definitions and concepts may alienate some members of the community. Information will be written in simple language and will focus on outcomes and trade-offs rather than procedure and lexicon.

It is also important to acknowledge that there may be difficult conversations and divergent viewpoints about the future of the District. Some of the discussions will focus on trade-offs for the community—what will change in the future and what will remain the same. When conflict arises, it is important to acknowledge it and to remind participants that all perspectives will be listened to. Conflict resolution will emphasize reminding people about their shared values and seek to find solutions that fit with those shared values.

## ***Opportunities***

This process offers an exciting opportunity to imagine North Saanich in 2040. Done well, this process will bring people together, support community building and guide the District to a bright and healthy future.

## ***Next Steps***

Staff will provide Council with the following milestone reports for Phase 1:

- the draft RFP
- the evaluation of the proposals
- the terms of reference, finalized work plan and engagement strategy
- Phase 1 summary

## **FINANCIAL/BUDGET IMPLICATIONS**

Council previously approved \$200,000 for the OCP review in the 2019 – 2023 Financial Plan. Staff have now recommended a budget of \$300,000 for the OCP review, which is also inclusive of communications and engagement for the project. As of the date of writing of this report Council has not yet approved the budget, which will be considered as part of budget deliberations on March 5<sup>th</sup>, 2020. Following Council authorization to proceed, staff will report back as part of the RFP issuance process, which may include additional specifics regarding budget allocations.

## **LEGISLATIVE IMPLICATIONS**

Staff have drafted this report with attention to the LGA requirements for OCPs. At this time staff have not identified any legislative implications for consideration.

## **INTERDEPARTMENTAL INVOLVEMENT**

Communications and Infrastructure Services staff were referred this report for comment. The feedback gathered has been integrated within this report.

## **OPTIONS**

That Council:

- a) Endorse the report titled Official Community Plan Review – Scope and Proposed Approach dated March 2, 2020;
- b) Direct staff to proceed to work with legal counsel to develop a Request for Proposals based on the content of the report titled Official Community Plan Review – Scope and Proposed Approach dated March 2, 2020;
- c) Other.


## **SUMMARY**

This report is intended to identify the scope and proposed approach to provide a high level context for topics or issues that may be addressed through the OCP review process. Staff seek direction on whether the foreseeable issues moving into the OCP review process have been identified and whether Council agrees with the proposed approach to scope, budget and timeline.

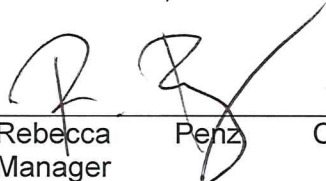
Respectfully submitted,

  
Cary Rimell, Planner

Concurrence,

  
Anne Berry, Director Planning and  
Community Services

Concurrence,

  
Rebecca Penz  
Manager Communications

Concurrence,

  
Tim Tanton, Chief Administrative Officer

Attachments:

- Appendix A: LGA Excerpts
- Appendix B: Objectives of OCP Bylaw No. 1130
- Appendix C: Community Values Survey Results Summary
- Appendix D: Relevant Plans and Policy
- Appendix E: Proposed 5 Phase Work Plan



## **Division 4 – Official Community Plans**

### **Purposes of official community plan**

**471** (1)An official community plan is a statement of objectives and policies to guide decisions on planning and land use management, within the area covered by the plan, respecting the purposes of local government.

(2)To the extent that it deals with these matters, an official community plan should work towards the purpose and goals referred to in section 428 [*purpose of regional growth strategy*].

### **Content and process requirements**

**473** (1)An official community plan must include statements and map designations for the area covered by the plan respecting the following:

- (a)the approximate location, amount, type and density of residential development required to meet anticipated housing needs over a period of at least 5 years;
- (b)the approximate location, amount and type of present and proposed commercial, industrial, institutional, agricultural, recreational and public utility land uses;
- (c)the approximate location and area of sand and gravel deposits that are suitable for future sand and gravel extraction;
- (d)restrictions on the use of land that is subject to hazardous conditions or that is environmentally sensitive to development;
- (e)the approximate location and phasing of any major road, sewer and water systems;
- (f)the approximate location and type of present and proposed public facilities, including schools, parks and waste treatment and disposal sites;
- (g)other matters that may, in respect of any plan, be required or authorized by the minister.

(2)An official community plan must include housing policies of the local government respecting affordable housing, rental housing and special needs housing.

(2.1)Unless a local government is exempted, or is in a class of local governments exempted, under section 585.11 [*application of this Division*], the local government must consider the most recent housing needs report the local

government received under section 585.31 [*when and how housing needs report must be received*], and the housing information on which the report is based,

- (a) when developing an official community plan,
- (b) when amending an official community plan in relation to statements and map designations under subsection (1) (a) of this section, or
- (c) when amending an official community plan in relation to housing policies under subsection (2) of this section.

(3) An official community plan must include targets for the reduction of greenhouse gas emissions in the area covered by the plan, and policies and actions of the local government proposed with respect to achieving those targets.

(4) In developing an official community plan, the local government must consider any applicable guidelines under section 582 [*provincial policy guidelines*].

### **Policy statements that may be included**

**474** (1) An official community plan may include the following:

- (a) policies of the local government relating to social needs, social well-being and social development;
- (b) a regional context statement, consistent with the rest of the plan, of how matters referred to in section 429 (2) (a) to (c) [*required content for regional growth strategy*], and other matters dealt with in the plan, apply in a regional context;
- (c) policies of the local government respecting the maintenance and enhancement of farming on land in a farming area or in an area designated for agricultural use in the plan;
- (d) policies of the local government relating to the preservation, protection, restoration and enhancement of the natural environment, its ecosystems and biological diversity.

(2) If a local government proposes to include a matter in an official community plan, the regulation of which is not within the jurisdiction of the local government, the plan may state only the broad objective of the local government with respect to that matter unless the minister has, under section 473 (1) (g), required or authorized the local government to state a policy with respect to that matter.

### **Consultation during development of official community plan**

**475** (1) During the development of an official community plan, or the repeal or amendment of an official community plan, the proposing local government must



provide one or more opportunities it considers appropriate for consultation with persons, organizations and authorities it considers will be affected.

(2) For the purposes of subsection (1), the local government must

- (a) consider whether the opportunities for consultation with one or more of the persons, organizations and authorities should be early and ongoing, and
- (b) specifically consider whether consultation is required with the following:

- (i) the board of the regional district in which the area covered by the plan is located, in the case of a municipal official community plan;
- (ii) the board of any regional district that is adjacent to the area covered by the plan;
- (iii) the council of any municipality that is adjacent to the area covered by the plan;
- (iv) first nations;
- (v) boards of education, greater boards and improvement district boards;
- (vi) the Provincial and federal governments and their agencies.

(3) Consultation under this section is in addition to the public hearing required under section 477 (3) (c).

(4) If the development of an official community plan, or the repeal or amendment of an official community plan, might affect agricultural land, the proposing local government must consult with the Agricultural Land Commission.

### **Effect of official community plan**

**478** (1) An official community plan does not commit or authorize a municipality, regional district or improvement district to proceed with any project that is specified in the plan.

(2) All bylaws enacted or works undertaken by a council, board or greater board, or by the trustees of an improvement district, after the adoption of

- (a) an official community plan, or
- (b) an official community plan under section 711 of the *Municipal Act*, R.S.B.C. 1979, c. 290, or an official settlement plan under section 809 of that Act, before the repeal of those sections became effective,

must be consistent with the relevant plan.

## **Division 22 — Housing Needs Reports**

### **Housing needs reports**

**585.2** A local government must prepare housing needs reports in accordance with this Division.

### **Collection of housing information**

**585.21** (1) Subject to the regulations, a local government must collect information in relation to the demand for and supply of housing for the applicable area of the local government for the purpose of preparing a housing needs report.

(2) For the purpose of subsection (1), a local government must collect the following:

- (a) statistical information about current and projected population;
- (b) statistical information about household income;
- (c) information about significant economic sectors;
- (d) information about currently available housing units and housing units that are anticipated to be available, including information about types of housing units;
- (e) any other prescribed information.

### **Content of housing needs report**

**585.3** A housing needs report must

- (a) be in a format prescribed by regulation, if any,
- (b) be based on the information collected under section 585.21, and
- (c) include the following, subject to the regulations, in relation to the applicable area for the local government:
  - (i) for each type of housing unit, the number of housing units required to meet current housing needs;
  - (ii) for each type of housing unit, the number of housing units required to meet anticipated housing needs for at least the next 5 years;
  - (iii) any other prescribed information.



## 2.2 Objectives of the Plan

The following objectives are derived from the vision statements developed during the public participation process. To achieve its goals, the District of North Saanich will:

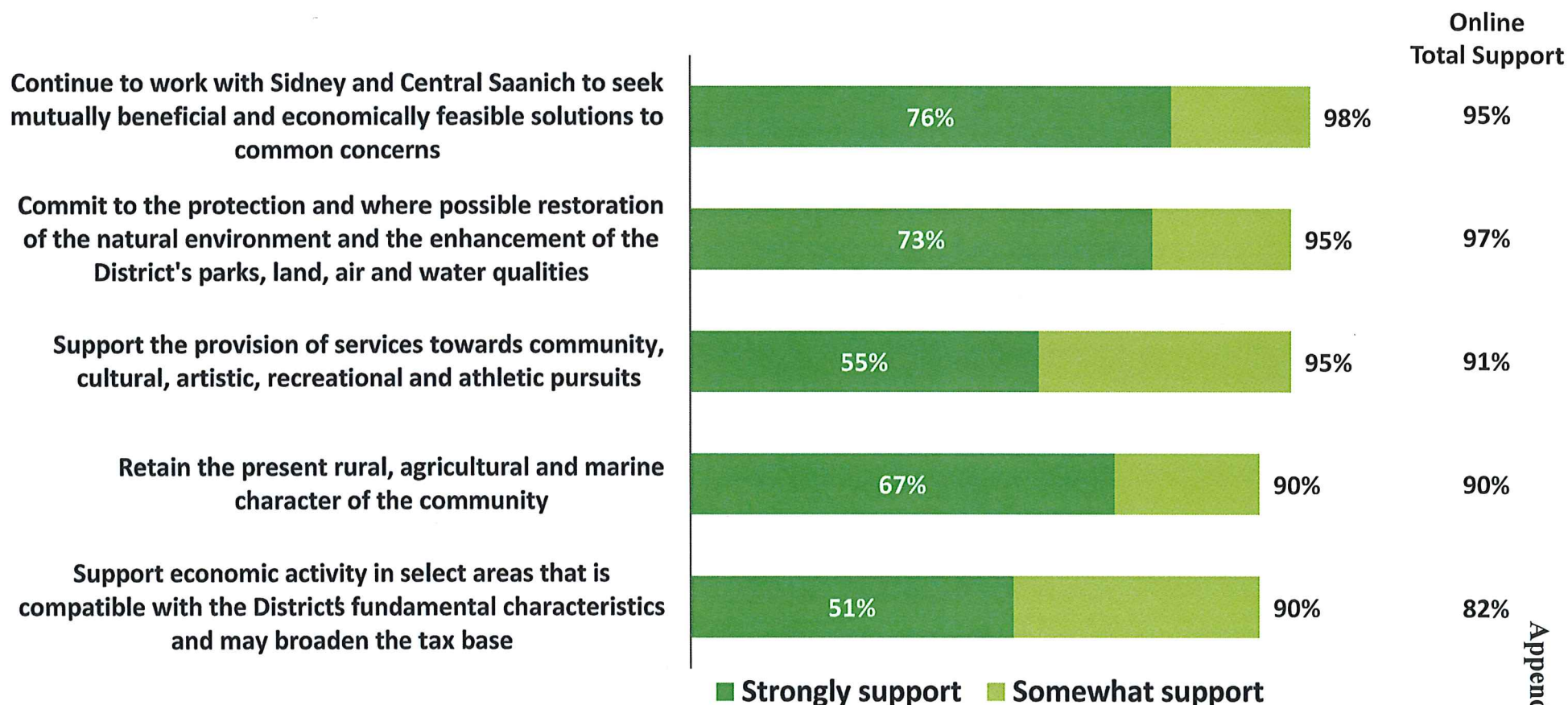
1. Retain the present rural, agricultural and marine character of the community (*This vision statement should be considered as the foundation or cornerstone of the principles for OCP direction on land use. It is the vision that supports and guides the other land use visions*);
2. Commit to the protection, and where possible the restoration of the natural environment, and the enhancement of the District's parks, land, air and water qualities;
3. Preserve and protect Agricultural Land Reserve lands and support initiatives of the Agricultural Land Commission to assist farming to be economically viable;
4. Support economic activity in select areas that is compatible with the District's fundamental characteristics and may broaden the tax base;
5. Generally retain the existing levels of servicing in the community;
6. Ensure that long-term residential development of the community will retain the character of current neighbourhoods while responding to the need for seniors' and affordable family housing;
7. Continue to work with Sidney and Central Saanich to seek mutually beneficial and economically feasible solutions to common concerns;
8. Support the concept of a socially inclusive and culturally diverse community while promoting the protection of heritage values; and
9. Support the provision of services towards community, cultural, artistic, recreational and athletic pursuits.

Additionally, it is the intention of the District to foster cooperation, respect and understanding with neighbouring First Nation communities through consultation and referral processes on land use issues.

## Support for OCP Objectives (Slide 1 of 2)

North Saanich residents are highly supportive of all nine objectives in the Official Community Plan (OCP) that are meant to provide the framework for future land use. Support ranges from a high of 98% for working with neighbouring municipalities on common concerns to a low of 87% for retaining service levels in the community. Nine-in-ten (90%) residents say they support the cornerstone objective of retaining the present rural, agricultural and marine character of the community.

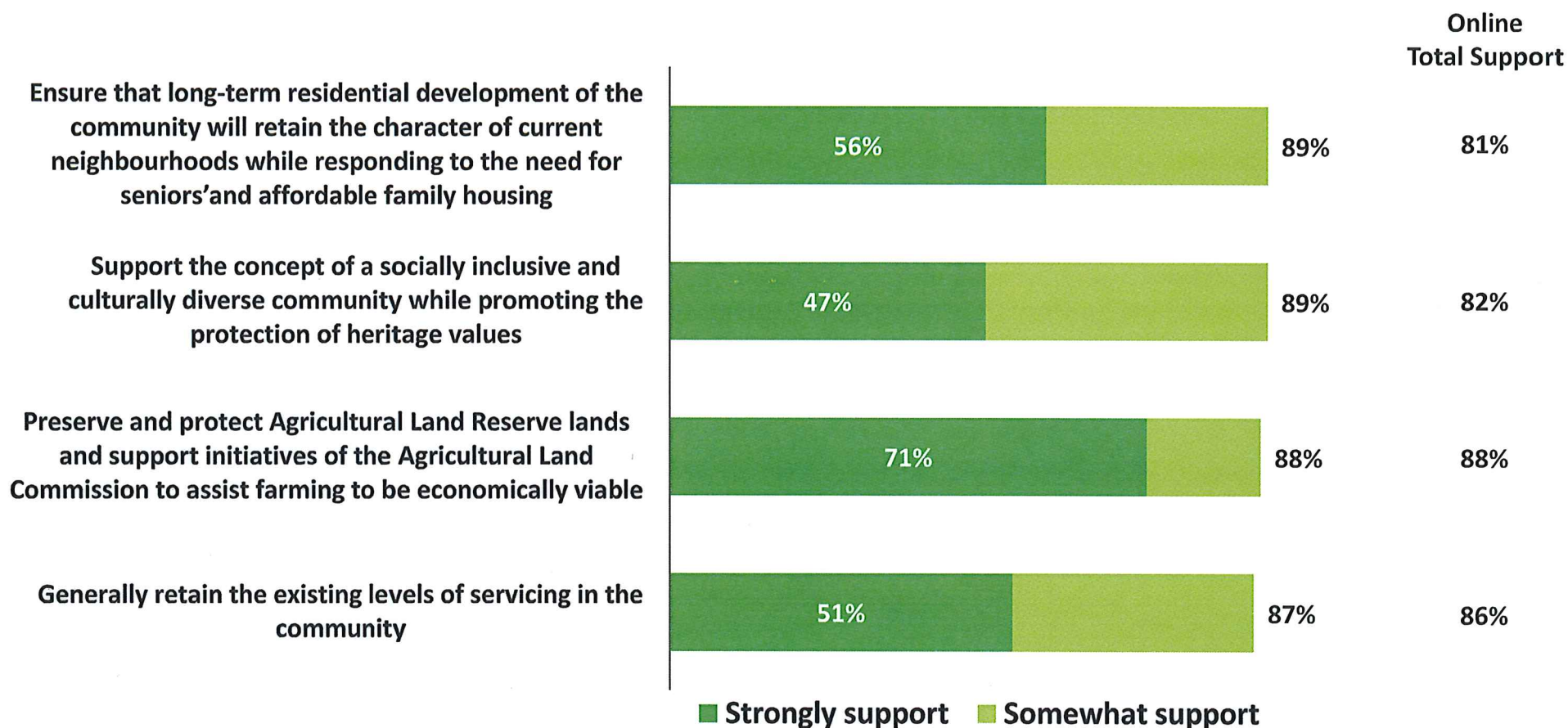
Online survey respondents are also highly supportive of all nine objectives. Their highest support was for protection/restoration of the natural environment and enhancement of parks/land/air/water (97%). Their lowest support was for ensuring that development will retain the character of current neighbourhoods while responding to the need for seniors/affordable family housing (81%).



Q2. Do you strongly support, somewhat support, somewhat oppose or strongly oppose including this objective in the plan?  
(Shortened version – see final questionnaire for full question wording)

Base: All respondents (phone n=300, online n=319)





## Appendix D: Relevant Plans and Policy

The following plans, legislation and documents should be considered during the development of updated OCP (Appendix #).

- Federal:
  - Airport MOU
  - VAA Land use plan and permitted uses (2018)
  - VAA Development permit guidelines (2018)
- Provincial:
  - Agricultural Land Use Inventory (ALUI) – Ministry of Agriculture (in development)
  - All applicable Acts and associated Regulations including but not limited to:
    - *ALC Act, Riparian Areas Protection Act, Local Government Act, Community Charter, Public Health Act, Environmental Management Act, Transportation Act and the Heritage Conservation Act.*
- CRD:
  - [Regional Transportation Plan](#)
  - [Pedestrian Cycling Masterplan](#)
  - [Regional Growth Strategy](#)
  - [Regional Climate Action Strategy](#)
  - [Community Map](#) (Regional Outcomes Monitoring Collaborative)
  - [Regional Food and Agriculture Strategy](#)
  - [Regional Housing Affordability Strategy](#)
  - [Regional Parks Strategic Plan](#)
  - Flood Inundation Mapping Project (in development)
- District:
  - Climate Action Strategy\*\* (slated for development in 2020)
  - [Affordable Housing Strategy and Policy \(2018\)](#)
  - [Marine Task Force \(2008\)](#)
  - [Agricultural Economic Development Strategy \(2012\)](#)
  - [Whole Community Agricultural Strategy Implementation Plan \(2019\)](#)
  - [Whole Community Agricultural Strategy \(2016\)](#)
  - Sanitary Sewer Master and Asset Renewal Plan (2017)
  - Water System Master Plan (2016)
  - Drainage Master Plan (in development)
  - Active Transportation Master Plan (slated for development in 2020)
  - Parks Master Plan (slated for development in 2020)
  - Housing Needs Assessment (in development)
  - Community Child Care Inventory and Gap Analysis (in development)
  - Community Wildfire Protection Plan (in development)
  - [Flood Construction Level for 0.5m and 1.0m Sea Level Rise Report \(2017\)](#)
  - [OCP Marine Policy and Guidelines Recommendations for Sea Level Rise Planning and Adaptation Report \(2017\)](#)



## Appendix E: Proposed Work Plan

