

# Engaging with Our Neighbours

A Community Engagement  
Framework for Campus  
Land Use Planning &  
Development Projects



**University  
of Victoria**

Campus Planning  
& Sustainability

Version 1.0, Dec. 2012

## Acknowledgements

UVic worked with community stakeholders to develop this framework after concerns with elements of the university's planning for its new Centre for Athletics, Recreation and Special Abilities (CARSA) were resolved. In response to the "Better Neighbours" report examining those concerns, UVic launched a new process for involving the public in the CARSA project and secured community and Saanich Council support for the project.

UVic also committed to developing an engagement framework to guide future capital project processes. The collaborative process used to develop this framework has helped UVic and community stakeholders better understand each other's concerns and objectives. UVic is confident this framework responds to the issues raised by all parties and looks forward to working with the community to bring it to life.

In 2014, UVic will be updating its Campus Plan, providing direction for the physical development of the campus over the next decade. As future capital projects move forward, there will often be a need to engage community stakeholders to identify and address issues. UVic is committed to using this framework for designing, gaining feedback and executing context-appropriate and effective engagement programs.

UVic would like to acknowledge staff and project steering committee members who guided the development of this framework. Community Association representatives from surrounding neighbourhoods and critical stakeholders (such as business associations, school district and other community representatives) generously participated in interviews (May 2012), attended a multi-stakeholder workshop (August 2012), and/or a Working Draft Review meeting (November 2012). The Campus Planning and Community Association Liaison Committees also were provided with an opportunity to review and comment on a working draft (Nov. and Dec. 2012).

See Appendix A for more information about how this framework was developed. This framework was completed with the support of Golder Associates Ltd. in 2012.

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# 1 Purpose & Objectives

This engagement framework responds to a desire to work collaboratively and respectfully with the University of Victoria's (UVic) surrounding neighbourhood residents and other external stakeholders on land use and development projects. This section of the document provides an overview of the framework's purpose, objectives and scope.

## Purpose of Framework

The framework is a guiding document that provides clarity on what types of engagement processes and activities will be used in the successful implementation of *land use planning* and *capital projects* at UVic. The framework:

- Highlights the context for land use planning and capital projects – this mainly relates to jurisdiction issues and development approvals processes (Section 2 overview, Appendix B more detail)
- Identifies key drivers for engagement and the UVic development process (Section 3 overview; Appendix C more detail)
- Defines key terms to ensure clarity (Appendix B)
- Lists UVic's commitments, stakeholder expectations, and the engagement principles, approaches and stages UVic will follow to design/deploy engagement plans (Section 4)
- Lists critical tools to support meaningful and consistent engagement (Section 5)
- Identifies how UVic will measure success and improve engagement processes, structures and tools over time (Section 6)

## Scope of the Framework

This framework applies to land use planning and capital projects to be planned, designed and constructed on the university's Gordon Head campus or immediate surrounding area, as shown in Figure 1.1. Examples of land use planning projects include updating the Campus Plan, a rezoning project, or developing a site plan that includes more than one building. Examples of capital projects include designing and developing new buildings and expanding existing buildings, infrastructure projects (e.g., roads, sewers, energy plants, etc.) and open space projects (e.g., trails, a plaza or recreational field).

The framework does not pertain to land disposition or acquisition processes or downtown university buildings. In these instances, site or project specific processes will be developed to help guide decision making.

### The following key terms are defined in Appendix B:

- Capital Projects / Development
- Land Use Planning
- Impacts
- Campus Plan
- Engagement

## Audiences

This framework is most relevant to the following groups and individuals:

- **General Public:** Of primary interest to UVic are those members of the public who use campus facilities or reside near the university;
- **Community Associations:** Members of the public who are actively involved in formally organized and representative community or resident associations;
- **Local Governments:** Including decision-makers such as mayors and Council members as well as technical staff who review development applications. The UVic campus is included within the Districts of Saanich and Oak Bay. At times, UVic also consults with the Capital Regional District; and,
- **Other Groups: Organized groups that represent** cultural, environmental or economic interests, networks or assets in the surrounding community.



## UVic's Objectives for the Framework

The successful use of the processes, structures and tools in this framework must:

- Ensure a shared understanding of both community and UVic objectives, concerns and priorities;
- Build relationships with UVic's neighbours related to its land uses and activities;
- Support the successful implementation of campus developments and activities that advance the university's academic mission;
- Accommodate for changes in land use over time, as detailed in the Campus and Strategic Plans; and,
- Ensure responsiveness and flexibility to new or unplanned initiatives (e.g., not identified in the Campus Plan) as they arise related to funding and government priorities and opportunities.

## Key Issues of Public & Stakeholder Concern

Community Association representatives and a number of stakeholders were consulted in the development of this framework through interviews and a workshop. During the interviews, the majority of interviewees spoke constructively about the relationship that UVic has always had with surrounding community members, jurisdictions and stakeholders. Many spoke well of how UVic has handled its development planning processes generally and how it has often acted as a “good neighbour.” Many also acknowledged the economic contributions and community benefits and services that UVic provides (like access to playing fields, athletic events, lectures, classes, live performances, cinema, University Club, etc.). With respect to new development, stakeholders also identified a number of concerns and hopes for the framework. Themes that arose from their concerns and priorities included:

1. **Show Responsiveness:** The framework should clarify and communicate what is meant by “consultation” and ensure responsiveness to community concerns;
2. **Take a Proactive Approach:** UVic should consult proactively and early to most effectively mitigate impacts and concerns;
3. **Scale of Impacts and Audience Should Determine the Approach:** The type and scale of impacts should influence type and scale of engagement activities. Similarly, matching the engagement tools and activities to the “audience” (those impacted) and to the community context is important;
4. **Location is Important:** Locational aspects of capital projects are of greatest concern to some. Off-campus sites and sites adjacent to residential areas will need to involve the community more than projects within the main campus area;
5. **Be Consistent:** UVic needs to be consistent and efficient in its use of new and improved engagement structures and processes;
6. **Provide More Information:** The community desires earlier and greater access to information on projects that affect them; and,
7. **Revise Terms for CALC:** Review/strengthen the Terms of Reference and functions of the Community Association Liaison Committee (CALC) as it is expected to play an important role in future engagement efforts.

Potential impacts of capital projects that were raised by stakeholders include:

- **Traffic:** Volume of new vehicle trips generated by projects and the routes that these vehicles take;
- **Parking:** Increased pressure on street parking and visual effects of parking structures;
- **Visual / Aesthetic:** Interface issues with residential areas, shadowing, loss of views and architectural/character issues;
- **Environment & Open Space:** Loss of open space, natural areas, and biodiversity
- **Noise:** Noise from traffic, students, equipment or other sources;
- **Lighting:** Lighting from new buildings or sport fields; and,
- **Heritage:** Loss or modification of identified heritage structures or landscapes.



## 2 Planning & Regulatory Context

UVic operates within a complex planning and regulatory environment. For academic and governance matters, UVic is subject to an organizational and decision-making structure specified by the province. UVic maintains a Campus Plan to guide physical development. The Campus Plan presents a vision, and complementary principles, goals and policies to guide future change at the Gordon Head campus. The campus is designated as a *Knowledge Centre* in the Saanich Official Community Plan (OCP) and as *Institutional* in Oak Bay's OCP, while both municipal zoning bylaws provide for university uses.

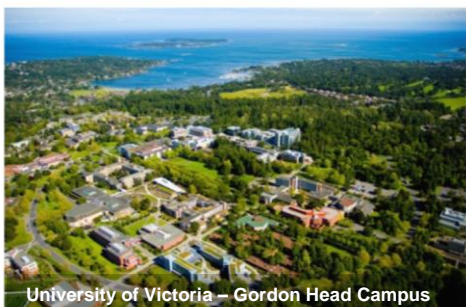
**More Info:**

Appendix B



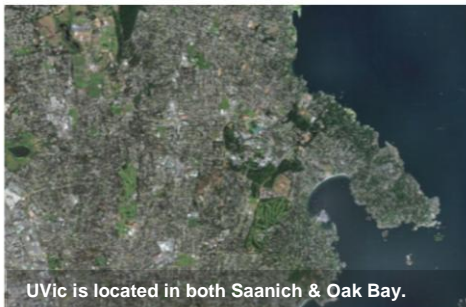
### British Columbia University Act

The act determines the structure under which universities operate, such as the forms and institutions that they must use for decision-making. The act provides broad powers for universities to acquire property and construct buildings, in order to ensure universities can deliver on their mandates. Provincial policies also affect universities – for example, facing shortages of physicians in BC, the province expanded capacity by introducing a new medical training program at UVic; new facilities were required.



### Campus Plan

UVic's Campus Plan guides the physical development of the university lands. The plan is shaped by, and responds to, the priorities of the university's strategic plan, its research, academic and teaching needs as well as the unique ecological, humanistic and community context of the campus. The plan benefits from significant input from faculty, staff, students, the public and other stakeholders. The plan is reviewed and adopted by the Board of Governors approximately every 10 years. The current plan was completed in 2003.



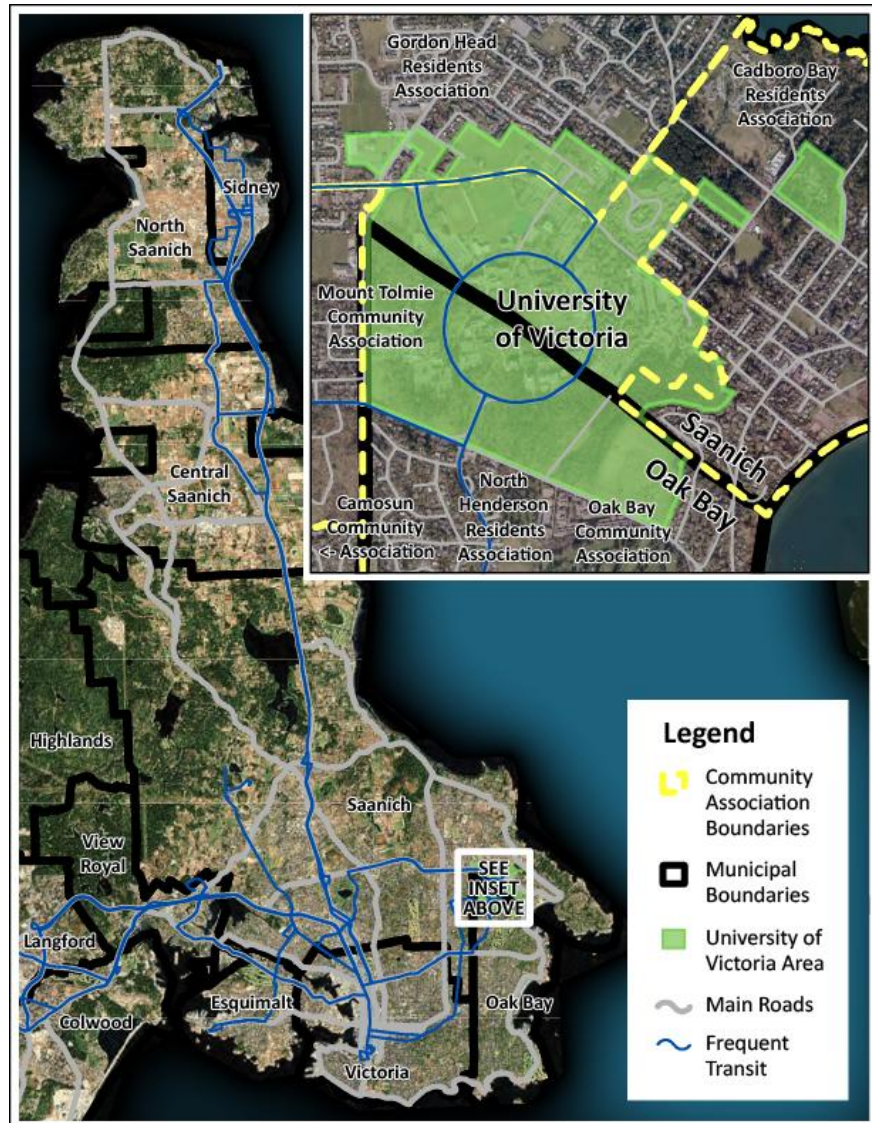
### Local Government Plans & Regulations

UVic's main campus is bisected by the Districts of Oak Bay and Saanich. Both local governments are responsible for development and building permits approvals, provide off-campus infrastructure required by the university as well as emergency services. Both Saanich and Oak Bay have adopted official community plans and zoning bylaws that pertain to university lands, each highlighting a broad range of permitted uses under an "institutional" land use designation. Parking and building height are regulated.

## Regional & Local Stakeholders

UVic is surrounded by neighbourhoods with active community associations (CAs). Association representatives are mainly volunteers who often review land use and planning proposals for developments in their neighbourhoods.

To work with community associations, UVic maintains a **Community Associations Liaison Committee (CALC)** to provide a forum for information exchange regarding university initiatives. UVic has identified the need to ensure that CAs are representative and actively engaged with their communities.



CALC's current Terms of Reference is included in Appendix D. It is recommended that the terms be revised after this framework is complete to clarify the role of CALC members in applying the framework, to address concerns about representativeness, and to improve the transparency and effectiveness of CALC meetings. Suggested areas for discussion are included in Appendix D.

While UVic understands that CAs are important groups to engage, it also recognizes that engagement efforts must allow for participation for a broader range of residents and stakeholders. Other local and regional groups such as business associations, and environmental, cultural and/or conservation groups are also important stakeholders. As an employer, major facilities and services provider, and learning institution within the province and the country, UVic must consider a broad range of issues and concerns as they relate to campus growth and development.



### 3 Engagement Drivers at UVic

There are many reasons why an organization carries out engagement programs. This section provides a brief overview of UVic-specific drivers that relate to organizational objectives and the development process. This section also includes an overview of an internationally recognized framework that defines key characteristics of meaningful engagement.

**More Info:**

Appendix C



#### Good Neighbours & Strong Relationships

UVic enjoys positive relationships neighbouring communities - relationships that carry benefits and responsibilities. Sustaining relationships means that UVic will proactively seek community stakeholder input and address concerns that are raised, where feasible within UVic's mandate. UVic knows that engagement leads to better decisions and plans/designs. In terms of seeking approvals, decision-makers want to see the best possible product that is supported by the broadest range of stakeholders.



#### Best Practices for Engagement


The International Association of Public Participation (IAP2) developed a model for public participation that defines a spectrum of participation opportunities. Goals, a 'promise to the public' and examples of engagement activities are organized into five levels of public participation, ranging from a low level of involvement (i.e., 'Inform') to the highest level of participation (i.e., 'Empower'). The model establishes best practices that UVic can use confidently to guide engagement approaches and activities. See Table 3.1.



#### The Development Process

Engagement efforts for capital and land use projects must support established processes for securing development approvals from the District of Saanich and/or Oak Bay. Land use policies and development application submission requirements are set out in each community's official community plan and zoning by-law. Typical activities include: a development inquiry meeting with municipal staff; detailed project design; development application submissions; public meeting(s) and construction, building and occupancy permits.

**Table 3-1: IAP2 Spectrum of Public Participation<sup>1</sup>**

	<b>Inform</b>	<b>Consult</b>	<b>Involve</b>	<b>Collaborate</b>	<b>Empower</b>
	<b>Increasing Level of Public Participation</b> 				
<b>Participation Goal</b>	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, alternatives and/or decisions.	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.	To place final decision-making in the hands of the public.
<b>Promise To The Public</b>	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for direct advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide
<b>Examples</b>	Fact sheets Newsletter Web sites Open houses	Focus groups Surveys Public meetings	Workshops Charrettes	Citizen committees Participatory decision-making	Citizen juries Ballots Delegated decisions

The IAP2 spectrum is an internationally accepted framework that allows an organization to choose an appropriate level of public participation to support their objectives, specific project issues, and time and resource availability. UVic commits to informing the community on all projects. This approach is also consistent with the local government regulatory requirements for public notification for consideration of development variance approvals. UVic will also consult or involve community stakeholders for some projects in consideration of impacts, locational considerations and consistency with the Campus Plan. Section 4.0 in this framework provides significantly more detail regarding how UVic will engage the community. Since the scope of the framework relates to capital projects, the “Collaborate” or “Empower” levels are not generally appropriate as UVic has limitations for delegating or sharing decision making for projects needed to support the university’s mission, per the University Act.

<sup>1</sup> IAP2 Spectrum of Public Participation © International Association for Public Participation

## 4 How UVic will Engage

This section identifies processes, structures and tools for how UVic will engage the community when developing capital and planning projects. To guide engagement activities, UVic's commitments are listed here as are UVic's expectations for how stakeholders can engage with UVic. This section also includes principles for effective engagement and a three-step methodology for developing an engagement program.



### UVic's Engagement Commitments & Expectations

When UVic engages with the community, the university's responsibilities will be to:

1. Clearly identify all project stakeholders at the earliest stage;
2. Provide balanced and objective information throughout planning;
3. Respectfully obtain and share stakeholder and community feedback through use of varied input opportunities appropriate to the scale, location and impacts of the project;
4. Consider and make use of input received through the engagement process;
5. Communicate how input was used and how the engagement efforts influenced the final decision or plan.

It is UVic's expectation that community members and stakeholders will:

1. Respect UVic's provincial statutory requirement to provide facilities, services and amenities for students, faculty, staff and the broader community for academic, research and recreational purposes;
2. Respectfully engage with UVic by providing useful input that helps UVic understand how it might best mitigate impacts of development on surrounding neighbourhoods; and
3. Support UVic outreach efforts by sharing information on public input opportunities with community members and stakeholders

### Guiding Principles for Engagement

The following principles will guide future engagement initiatives. They provide an important "compass" and statement of intent for both UVic and community stakeholders on how to engage with each other as organizations and individuals:

1. **Transparent:** Dialogue between community members, stakeholders and UVic is to be as open, honest, and transparent as possible. This will include transparency about decision-making processes (who makes decisions and why).
2. **Communicative:** Where feasible, two-way communication will be encouraged.
3. **Inclusive:** Engagement processes will provide an opportunity for stakeholders to be meaningfully involved in matters that affect them. It will also foster respect for diverse values, interests, and knowledge of those involved.
4. **Access to Information:** UVic will provide participants with timely and convenient access to relevant information in an understandable and user-friendly way.
5. **Fair:** Engagement processes will be conducted to ensure broad opportunities to participate. However, where impacts are significantly skewed towards a particular group of stakeholders and/or community members, the university will strive to maximize opportunities to consult that group.
6. **Adaptable:** Engagement processes will be adaptable to allow the level of public involvement to be reflective of the magnitude of the issues and the needs of the participants.
7. **Feedback & Regular Improvement:** Participants will be provided with feedback as to how their input influenced the decisions as they are made, and this information will be made publicly available. The success and results of the process will be measured, monitored, evaluated, reported publicly, and used to continuously improve the engagement framework and processes.

### **Developing an Engagement Program: A Three-Step Process**

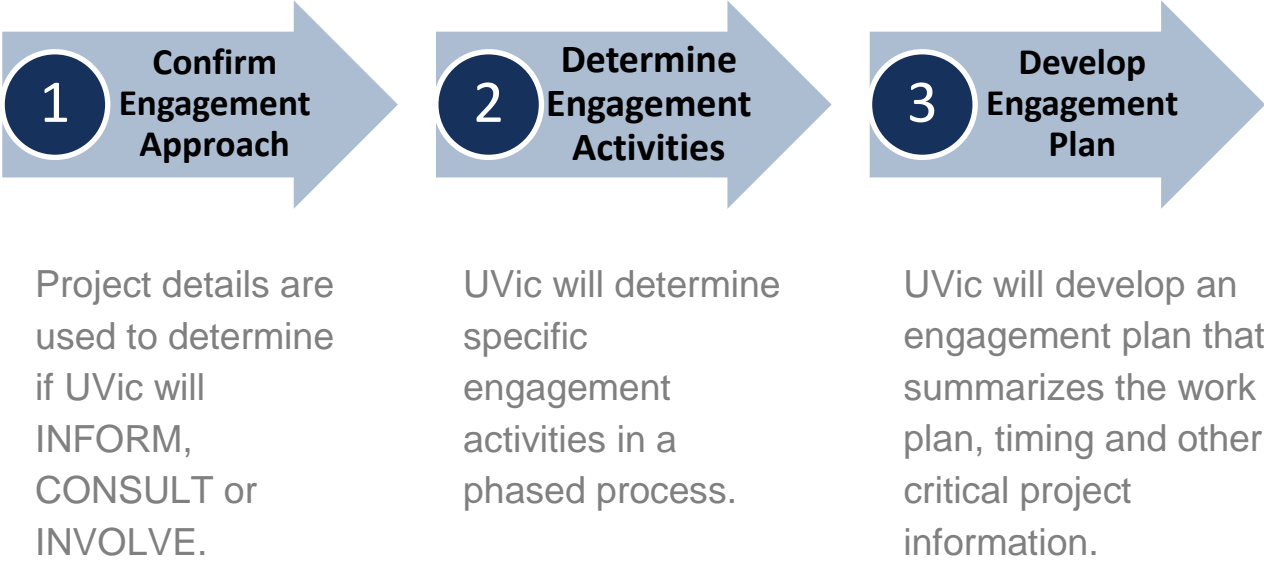
Permitted uses on university lands (as provided by local zoning bylaws) encompass a broad spectrum of possible uses, from academic buildings to residential uses. This framework has considered the entire spectrum of possible impacts that new development might have on the adjacent residential communities and has engaged with community stakeholders to better understand their concerns and priorities.

Some project types, such as small additions to existing buildings within the Ring Road or new lecture halls, are unobtrusive and have little impact on surrounding residents. Others, such as major new facilities located adjacent to residential areas or along public roadways, have potential for impacting area residents, thus increasing the need to consult effectively.



In consideration of best practices, organizational goals and stakeholder input related to priority issues and preferred engagement approaches, UVic will use the following methodology to determine the overall approach to an engagement program for a capital or planning project:

### Developing an Engagement Program: A Three-Step Process



A detailed overview of each step and associated guidelines follows.

# Step 1: Confirm Engagement Approach



UVic will consider the project location, anticipated impacts and the planning context to identify the engagement approach. Key considerations include:

- What is the nature of the anticipated impacts?
- Who will have the most interest in this project? Who will be most affected?
- Is the project consistent with the Campus Plan?
- What type of approval is required?
- What are past issues that tell us about how to approach engagement?
- Is it a new facility or replacement facility?

**UVic will use the following guidelines to confirm the engagement approach for a project. Table 4.1 considers a range of project considerations to support confirming the approach.**

- **INFORM** – These projects have few impacts and require little or no mitigation in order to be approved. These projects are located within the Ring Road or not adjacent to neighbourhoods or a public roadway, are within zoning regulations and are consistent with the Campus Plan. UVic will notify key community contacts and provide information about the project but will not be expected to consult beyond this.
- **CONSULT** – These projects have the potential for impacts and will require some consultation to better understand and respond to community concerns. UVic will notify and provide information about the project, inquire about issues of concern and the community's ideas, make efforts to address community and stakeholder concerns, and report back. These projects are generally located close to neighbouring communities or along public roadways, will have some impacts (e.g., height, parking, lights, etc.), require minor zoning variances and are consistent with the Campus Plan. Other projects inside of the Ring Road may also require consultation as a result of a zoning variance which triggers local government notification, review and approval processes.
- **INVOLVE** – These major projects will have significant impacts or require major zoning variances or a rezoning. These projects are generally located close to neighbouring communities or along public roadways, will have major impacts (e.g., height, parking, lights, etc.), and may be either consistent with the Campus Plan or vary in some form from the direction provided in the Campus Plan. UVic will notify and provide information about the project, inquire about issues of concern, develop options in response community concerns and seek feedback on the final plan or design.

Table 4.1 includes aspects of projects or impacts of concern, as identified by community stakeholders. The table demonstrates that the greater the level of impact, proximity to neighbouring communities and inconsistency with the campus plan and zoning, the greater the need engage community stakeholders. The approach is determined where an assessment of the potential impacts best fits the inform, consult or involve approach.

**Table 4.1 - Engagement Approach Criteria Table**

	<b>INFORM</b>	<b>CONSULT</b>	<b>INVOLVE</b>
<b>Project Location</b>	Located within Ring Road or not close to public roadway or neighbours	Located between Ring Road, adjacent to a public roadway or residential housing	Located on a site that is non-contiguous to the main campus
<b>Building Height</b>	Less than 10m (Saanich) or 14m (Oak Bay)	Up to six stories (22m -28m range)	Greater than six stories
<b>Traffic Generation</b>	The project does not generate new traffic or is addressed by UVic's Transportation Demand Management program.	The project generates additional traffic in a new location or along an existing or new route but new traffic management facilities are not required.	The project generates additional traffic in a new location or along an existing or new route and new traffic management facilities are required.
<b>Parking</b>	The project does not generate new parking demands or parking is readily available in the parking lots that serve the area.	The project generates new parking demand and or a minor parking variance is being sought.	The project generates new parking demand and a major parking variance is being sought.
<b>Open Space</b>	Project is located on developed or cleared land and/or that is a building site identified in the Campus Plan.	Natural areas or open space used by the public is modified for a portion of the site.	Natural areas or open space used by the public is modified for a majority of the site.
<b>Noise</b>	Minimum amount of noise is generated.	Minimum amount of noise is generated	The project generates significant new noise through processes (e.g., additional mechanical) or special activities (e.g., events).
<b>Lighting</b>	Standard building or street/sidewalk lighting	Special outdoor lighting not facing residential areas	Special outdoor lighting facing residential areas
<b>Heritage</b>	No or minor impacts	Buildings that are listed in the heritage registry	Buildings that are listed in the heritage registry
<b>Project Scale</b>	Single building or building extension	Multiple buildings	Comprehensive site plan for multiple buildings and/or site improvements.
<b>Campus Policy</b>	Consistent with Campus Plan policy directions	Consistent with Campus Plan policy directions	Not consistent with Campus Plan policy directions
<b>Municipal Approval</b>	Within bylaw requirements	Project requires minor exemptions to bylaw regulations	Project requires major exemptions to bylaw regulations or rezoning

## Step 2: Determine Engagement Activities



Step 1 provided critical guidance for an overall **approach**. This step involves using this information and considering it alongside other critical aspects of the project so that specific engagement activities can be determined.

Prior to confirming activities, an important consideration relates to how engagement activities are sequenced and how input received in one stage informs the next. **UVic will create opportunities for engagement in up to five stages as outlined below.**

The approach (Step 1) will determine the stages that are activated and activities that respond to the project's audience, scale, location and anticipated impacts.

### Key engagement stages include:

- 1. Notify & Provide Information:** UVic will notify stakeholders and the public when projects receive approval to advance to more detailed planning. UVic will identify where available information can be accessed at the time of notification. Please note that major elements of the project, such as location, size, height, etc., may not have been defined at this stage. For large capital projects, the trigger for informing the public is following the approval of the “program of requirements,” and/or funding from the Board of Governors. For smaller projects where Board approval is not required, UVic will begin informing the public of the project prior to the preparation of schematic designs.
- 2. Identify Potential Issues & Concerns:** Some projects will involve proactive outreach to better understand public and stakeholder concerns or issues with the proposed project.
- 3. Develop Options & Seek Feedback:** Some projects will involve the presentation of options (e.g., alternative designs) to the public in response to the issues raised through the process to date. Not all issues will be able to be dealt with and UVic will identify issues that can be addressed at this stage.
- 4. Develop Final Plan or Project Design & Seek Feedback:** Once all feedback has been collected and considered, UVic will develop the final plan or project design for final review and comment and seek input.

Not all stages will be executed as each project has unique issues and drivers – issues and drivers that will be used to determine the specific types of engagement stages and activities that will be deployed.

See Table 4.2 for more information.



5. **Seek Development Approvals:** At this stage, UVic will proceed to seeking approvals from the local government(s). Depending on the approval type, public engagement opportunities are also created by the local government. When complete, UVic will make relevant documents available for public review.

**Table 4.2** demonstrates how activities can be sequenced by stage and approach. Key considerations for determining engagement activities include:

- Who is your primary audience? Who are your secondary audiences?
- What is the project planning time frame?
- Are there funding or project completion constraints that limit the available time for the engagement activities?
- Is this an optimal time for gaining input from key stakeholders available for engagement during the allotted time? (e.g., are students in session? Holidays?)
- Is this an optimal method for gaining input from key stakeholders?
- Do CALC or CPC meetings line up to gain feedback in a timely fashion?

**A rich array of engagement activities and techniques are listed in Table 4.3.** They are offered for UVic's consideration when developing an engagement plan. Activities are organized by approach (i.e., Inform, Consult, and Involve).

Finally, building support and agreement for the types of activities and how the engagement plan is executed is critical. UVic will consider how peer, CALC, CPC or Board input can be sought to ensure the proposed plan benefits from broad input and support. The final detailed work plan, engagement activity sequencing, timing, and milestones for the engagement program will be documented in Step 3.



**Table 4.2 - Engagement Stages and Activities Table**

Engagement Stage:	<b>1 NOTIFY/INFORM</b>	<b>2 SCOPE ISSUES</b>	<b>3 DEVELOP OPTIONS</b>	<b>4 PLAN/DESIGN</b>	<b>5 APPROVALS*</b>
Estimated Timing:	1 month	1 to 2 months	2 to 4 months	2 to 4 months	1 month
<p><b>INFORM</b></p> <p>UVic will notify and provide information about the project.</p>	<p>Email and/or phone CAs; post notification on Campus Planning website and/or attend a CA meeting to discuss the project.</p>			<p>Post on Campus Planning website; notify via email</p>	<p>No public input sought from local government</p>
<p><b>CONSULT</b></p> <p>UVic will notify and provide information about the project, inquire about ideas and issues of concern, make efforts to address community concerns and report back.</p>	<p>CALC notification, email and/or phone CAs and stakeholders; post information on Campus Planning website</p>	<p>Invite input via email and feedback form on Campus Planning website; stakeholder meeting(s); CALC discussions</p>		<p>If issues identified, report back final plan/design via email, Campus Planning website and/or open house (report back issues were identified / addressed)</p>	<p>Decisions made by municipality on Variance Application, Meetings are open to the public.</p>
<p><b>INVOLVE</b></p> <p>UVic will notify and provide information about the project, inquire about ideas, issues of concern, develop options in response to concerns and seek feedback on the final plan or design.</p>	<p>CALC notification email and/or phone CAs and stakeholders; post on website; social media; posters; advertise; media advisory or release</p>	<p>Invite input via email and feedback form on Campus Planning website; stakeholder meeting(s); CALC; public open house; survey (optional)</p>	<p>CALC; Options Open House; Options survey; multi-stakeholder design workshop (optional)</p>	<p>CALC; proposed plan/design open house</p>	<p>Legally requires Public Hearing or municipal meeting that is advertised in local newspaper; and written notice to landowners within 90 metres of the campus</p>

\* Provided by the District of Saanich or Oak Bay, depending on location of project and approval type.

**Table 4.3 – Engagement Activities & Techniques**

Activities	Description / Examples
<b>Activities that Support Notifications &amp; Information Sharing</b>	
<b>Phone calls and/or meetings</b>	Direct phone calls to community association executive members and/or in-person meetings.
<b>Printed Information material</b>	Fact sheets, newsletters, brochures, issue papers, etc.
<b>Technical Reports</b>	Technical documents reporting research or policy findings may include site assessments, environmental assessments, geo-technical reports
<b>Newspaper Inserts or Advertisements</b>	Paid advertisements in newspapers and magazines
<b>Feature Stories</b>	Focused stories on project-related issues
<b>Media Tips or Press Releases</b>	Communication directed at members of the news media to create interest in new features
<b>Project Websites</b>	A project web site provides information and links to relevant information and sites
<b>Activities that Support Consultation</b>	
<b>Key Informant interviews</b>	One-on-one meetings with key stakeholders to gain information for developing or refining public involvement and consensus building programs
<b>Response Sheets</b>	Mail in or hand in forms often included in fact sheets or distributed at open houses and workshops to gain information on stakeholder concerns and preferences
<b>Mailed Surveys &amp; Questionnaires</b>	Inquiries mailed randomly to sample population to gain specific information for statistical validation
<b>Community Briefings</b>	Use regular meetings of community associations, business improvement areas, neighbourhood associations, and the like, to share information and obtain feedback on planning concerns
<b>Web-based Surveys and Feedback Forms</b>	Surveys conducted via commercially available online surveys and feedback forms (online or at events) allow for broader and more convenient input to be obtained.
<b>Focus Groups</b>	A small-group discussion guided by a trained facilitator; it is used to learn more about opinions on specific issues
<b>Site/Campus Tours</b>	Provide tours for key stakeholders, elected officials, advisory committee members, and/or the media
<b>Open Houses</b>	This open house format allows stakeholders and community members to obtain information, ask questions of resource people, provide input through response forms
<b>Small Group Meetings</b>	Small meetings with existing groups or specific stakeholder groups

## Activities that Support Involvement

<b>Open Houses</b>	This open house format allows stakeholders and community members to obtain information, ask questions of resource people, provide input through response forms related to planning and designing options.
<b>Design Charrettes</b>	Intensive session where participants collaborate to identify design issues and develop design responses.
<b>Advisory Committee and/or Reference Group</b>	A group of representative stakeholders assembled to provide input to the planning process. Usually provide oversight on process, not content.
<b>Task Forces</b>	A group of experts or representative stakeholders formed to develop a specific product or policy recommendation
<b>Open Space Technology</b>	A type of workshop where participants offer topics for discussion and others participate according to their interest
<b>Workshops &amp; Public Problem-solving Forums</b>	An informal public meeting that may include a presentation, exhibits, question & answer period, and interactive working groups



## Step 3: Develop an Engagement Plan



For projects using the ‘Consult’ or Involve’ approach, an Engagement Plan (EP) will be developed by the Office of Campus Planning & Sustainability. The purpose of the EP is to provide clarity about the specific engagement techniques that will be included in the work plan, key audiences and timing.

Other statistics will also be included such as information about the project team and project statistics (e.g., location, height, etc.). The Engagement Plan will be reviewed by UVic management representatives and posted on the Campus Planning & Sustainability web page.

The purpose of an engagement plan is to provide clarity about the specific engagement techniques that will be included in the work plan, their sequencing, key audiences, and the timing of activities.

**The following information will be included in the engagement plan:**

- 1. Project Purpose & Objectives**
  - a. Project Purpose & Intended Use
  - b. Project Rationale and Relationship to Strategic Plan and Campus Plan
  - c. Timing Constraints (if applicable)
- 2. Project Overview**
  - a. Project Description: Use, size, height
  - b. Site Considerations: Location, zoning
  - c. Zoning, Heritage, Code Issues
- 3. Stakeholders & Contacts**
  - a. General Stakeholders and Audience Categories
  - b. UVic Project Team Contact, Lead and/or Spokesperson (if appropriate)
  - c. Consultants (if appropriate)
  - d. Roles and Responsibilities (if appropriate)
- 4. Engagement Program Overview**
  - a. Approach
  - b. General Communications Activities
  - c. Engagement Process Stages and Activities
  - d. Engagement Work Plan: Detailed Tasks, Task Sequencing (as needed)
  - e. General Timing and Milestones
- 5. Summary of Engagement Outcomes**
  - a. Participation Rates, by Activity (if appropriate)
  - b. Summary of Overall Key Findings

## 5 Tools for Effective Engagement

Throughout this document, a number of tools that support engagement at UVic have been highlighted or identified. This section summarizes key tools that UVic will use or deploy to support informing, consulting and involving community stakeholders.

Tool	Description
<b>Communications Tools</b>	
a. <b>Phone calls and/or meetings</b>	UVic's campus planning & community relations staff may directly call community association executive members and/or attend in-person meetings.
b. <b>Emails</b> (database & project-based)	UVic's campus planning & community relations staff use emails to maintain communications with key stakeholders and will maintain an email database for interested parties seeking to receive regular and up to date information pertaining to campus development and planning projects. Other stakeholders to consider include staff, members of council and advisory committee members from both the Districts of Oak Bay and Saanich.
c. <b>Campus Planning &amp; Sustainability Web Page</b>	UVic will maintain a dedicated section within its main Campus Planning web page where interested parties can sign on to emails, view regular notifications about upcoming and active engagement programs, download Engagement Plans and project information.
d. <b>Social Media</b>	Some projects will make use of social media tools to create awareness about events, share updates, and invite feedback and dialogue.
e. <b>Community Relations Blog</b>	UVic's Director of Community Relations publishes a blog highlighting community issues of concerns and recent CALC activities. The blog is a useful tool for providing notifications about projects, open houses, and other input opportunities.
f. <b>Advertising:</b>	Notification for some projects, in particular notification for upcoming events, will make use of local advertising opportunities to create awareness.
<b>Engagement Support Tools</b>	
a. <b>Engagement Plan</b>	See Section 4.0 for more information about Engagement Plan and how they support information sharing.
b. <b>Surveys</b>	For some projects, online or random (e.g., telephone or intercept) surveys will be used to gain feedback from community stakeholders.
<b>Reporting Tools</b>	
a. <b>Campus Plan Progress Reports</b> (every 2 years)	UVic will begin issuing regular Campus Plan Progress Reports when the plan is next renewed.

## 6 Improving the Effectiveness of Engagement

This section provides an overview of how UVic will work towards increasingly effective engagement programs over time.

### Areas for Continuous Improvement

UVic intends to learn from the engagement programs it carries out and will improve processes over time. Where changes may cause concerns with members of the public and stakeholders, UVic will notify and seek input on the proposed changes through CALC and/or through other means.

Areas where UVic foresees continuous improvements:

- Campus Planning & Sustainability Web Page, notification emails, web postings and list-serve emails
- Open house and workshop design, choice of locations and facilities

### Improving the Effectiveness of Engagement Programs and Activities

To improve engagement efforts, UVic will provide opportunities for evaluating recent programs. This will focus on key questions such as:

- Were the right groups consulted?
- Were the Principles for Engagement followed?
- Are there meaningful improvements that would streamline the process?
- Were resources available to sustain project activities?
- Were the right activities deployed and reach the intended audiences?

Since engagement program design is informed by the **3-Step Process** outlined in Section 4, UVic foresees the need to periodically review the overall approach. This review process would involve engagement with key stakeholders.

### Campus Plan Progress Reports

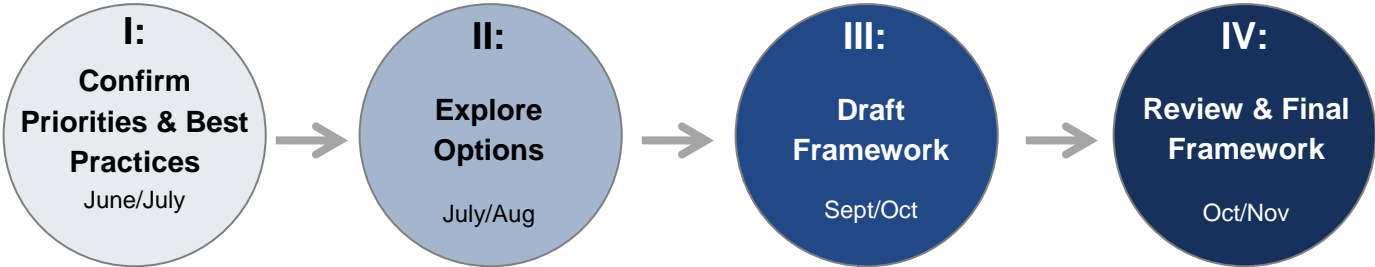
As the Campus Plan is reviewed approximately every ten (10) years, it is foreseeable that community stakeholders will lose touch with the intent of plan policies and the input that was used to develop it. Accordingly, UVic will complete a progress report every two years focusing on implementation activities. The report will help support deeper 'institutional memory' and provide context for ongoing capital projects.

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# Appendix A – How the Framework was Developed

UVic began the development of an engagement “framework” in 2012 to ensure effective and respectful engagement with its surrounding communities and stakeholders on future development initiatives that may affect them. HB Lanarc – Golder assisted in the development of the framework, through a structured engagement process drawing in the thoughts, concerns and suggestions of community members, municipal planning and engineering staff, UVic staff, and UVic leadership. Content in the framework benefitted from a review of best practices from other universities and was informed by UVic’s unique planning context and jurisdictional considerations.

Tasks in the following multi-phase process were carried out in 2012. Prior to its adoption, UVic provided opportunities for review and comment on the draft.



**Key Tasks:**

- Interviews with stakeholders, District of Saanich and Oak Bay staff/Council members.
- Best practice review of other universities
- Review of legislation and practices affecting planning at UVic

**Key Tasks:**

- Staff and stakeholder workshop
- Options Memo

**Key Tasks:**

- Draft #1
- Staff Workshop
- Final draft

**Key Tasks:**

- Public review of draft (including community assoc. meetings)
- UVic Board review (January)
- Final Framework



## Appendix B – Key Terms, Planning & Regulatory Context

### Key Terms used in this Framework

- **Capital Projects / Development:** Capital or development projects are construction projects including buildings, roads or street improvements, infrastructure (sewers, energy plant, etc.), lighting, open spaces (trails, sport fields, etc.) and their improvement or rehabilitation, paid for under the university's capital budget.
- **Land Use Planning:** Land use planning encompasses various disciplines which seek to order and regulate land use in an efficient and ethical way, thus preventing land-use conflicts such as concerns related to safety, public health, shading, etc. Local governments in BC are in charge of setting policies, physical plans (e.g., maps) and development guidelines to manage the development of land.
- **Impacts:** New development can have positive or negative impacts on its social, economic and environmental context. In the context of this framework, impacts refer to issues that arise to additional traffic or parking, noise concerns, lighting intrusion into private buildings, shading from new buildings or structures, and concerns about the quality of character of new development. Loss of green space is often a concern where capital projects occur on undeveloped lands. Also, some projects reuse or demolish older buildings, often leading to concerns about heritage retention.
- **Campus Plan:** UVic's Campus Plan guides the physical development of the university lands. The plan is shaped by, and responds to, the priorities of the university's strategic plan, its research, academic and teaching needs as well as the unique ecological, humanistic and community context of the campus. The plan benefits from significant input from faculty, staff, students, the public, and other stakeholders. The plan is reviewed and adopted by the Board of Governors approximately every 10 years.
- **Engagement:** The term engagement, as used in this framework, refers to processes initiated and funded by the university, where members of the public are invited to provide input on with physical planning and design changes. The IAP2 framework further defines key engagement terms that represent different levels of public participation:
  - **Inform:** To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities, and/or solutions.
  - **Consult:** To obtain public feedback on analysis, alternatives and/or decisions and share pertinent information with stakeholders.
  - **Involve:** To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.
  - **Collaborate:** To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.
  - **Empower:** To place final decision-making in the hands of the public.

## Planning & Regulatory Context

UVic operates within a complex planning and regulatory environment. For academic and governance matters, UVic is subject to an organizational and decision making structure specified by the province. As it relates to planning and development, UVic maintains a Campus Plan and is subject to provisions and Official Community Plans and bylaws of two local governments. An overview of UVic's unique planning and regulatory context is described in the sections below.

### The University Act

UVic is primarily regulated under the BC University act.<sup>2</sup> The act determines the legal structure under which BC's universities operate, such as the forms and institutions that universities must use for decision-making. The management, administration and control of the property, revenue, business and affairs of universities are vested in their Board of Governors. Specific to land use and capital projects, the Board has powers to regulate, prohibit and impose requirements in relation to the use of property, buildings, structures and personal property of the university. The act also provides broad powers for universities to acquire, manage, and dispose of property, including land and the construction of buildings and other structures. UVic requires ministerial approval prior to disposing of assets. Universities are exempted from property taxes, although they are required to pay an amount specified by the Provincial government in order to compensate for this.<sup>3</sup> There are no provisions within the act requiring engagement with the surrounding community. Surrounding local governments, have a regulatory function related to the development of land.

### Campus Plan

UVic maintains a Campus Plan to guide the physical development of the university in accordance with the university's strategic priorities and its research, academic and teaching needs. The campus plan, updated approximately every ten years, guides growth and development, for both on and off-campus sites. The Plan presents a vision, and complementary principles, goals and policy directions as a means to guide campus growth and development. The plan is shaped by, and responds to, the priorities of the university's strategic plan as well as the unique ecological, humanistic and community context of the campus. The plan benefits from significant input from the faculty, staff, students, the public and other stakeholders<sup>4</sup> and is reviewed and adopted by the Board of Governors when completed. The Plan details principles and commitments with regard to consulting communities and local governments. An important consideration for campus development relates to funding. Development, in the form of a *capital project*, is funded by a combination of university revenues, private donations and/or senior

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<sup>2</sup> British Columbia University Act (RSBC 1996) Chapter 468, retrieved June 2012, [http://www.bclaws.ca/EPLibraries/bclaws\\_new/document/ID/freeside/00\\_96468\\_01#part7](http://www.bclaws.ca/EPLibraries/bclaws_new/document/ID/freeside/00_96468_01#part7)

<sup>3</sup> *Ibid.*, Part 27, section 1.

<sup>4</sup> University of Victoria, Campus Plan 2003, <http://web.uvic.ca/vpfin/campusplan/pdfs/campusplan2003.pdf>

government funding programs. Public funding often includes timing constraints for how and when the funds are used which can make the phasing and delivery of capital projects difficult to predict.

Finally, UVic maintains a committee that relate to the physical development on campus. Established following the 2003 Campus Plan, the **Campus Planning Committee (CPC)** advises the president of the university regarding long-range plans for physical development on campus, including capital plans. Committee membership includes persons connected to the university.

### **Local Government Jurisdiction**

UVic's main campus is bisected by the District of Oak Bay to the South and the District of Saanich to the North. Both local governments are responsible for development and building permits approvals and provide off-campus infrastructure required by the university<sup>5</sup> and emergency services to the university. Both Saanich and Oak Bay have adopted official community plans and zoning bylaws that pertain to university lands, each highlighting a broad range of permitted uses under an "institutional" land use designation.<sup>6,7</sup> Buildings and structures that straddle jurisdictional lines require two separate development approval processes (one for each local government). Many projects on university grounds require exemptions to local bylaws due to parking requirements and/or building height that differ from what is allowed under zoning bylaws. (See Table B-1)

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<sup>5</sup> Such as connections to major water and sewer trunks or roads.

<sup>6</sup> <http://www.oakbaybc.org/bylaws/Oak%20Bay%20Zoning%20Map%20%20Consolidated%20to%20June%2011%202007.pdf>

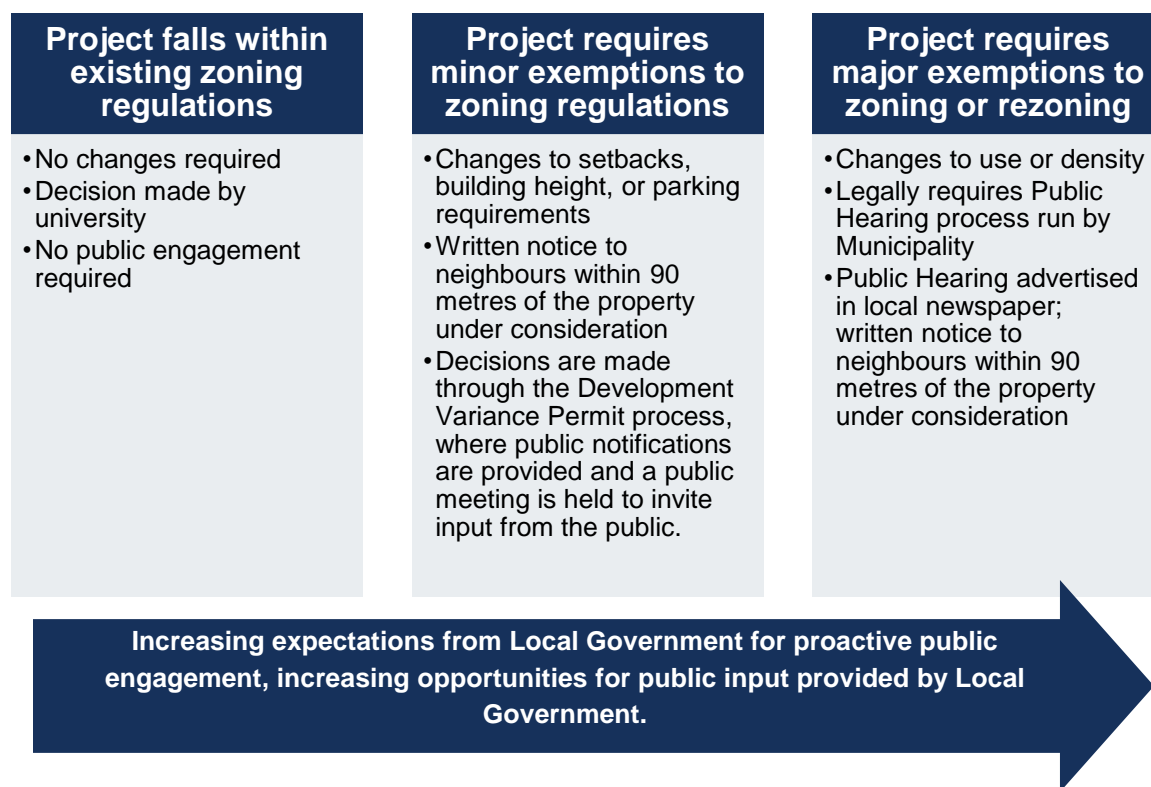
<sup>7</sup> <http://www.saanich.ca/living/pdf/zone8200.pdf>

**Table B-1 Comparison of Parking and Height Requirements for the Districts of Saanich and Oak Bay**

	<b>Saanich</b>	<b>Oak Bay</b>
<b>Parking Requirements</b>	1 space per 50 square meters of gross floor area	1 space per 2 students
<b>Maximum Building Height</b>	10 metres	14 metres

As it pertains to engagement, there is an expectation from the approving local government that UVic will consult with community stakeholders. Development approvals also include engagement activities carried out by the local government, see Table B-2.

**Table B-2: Summary of Local Government Approvals and Public Engagement Activities**



# Appendix C – The Development Process

As highlighted in Section 2, UVic must obtain approval from the District of Saanich and/or Oak Bay for campus development projects or changes in land use. Land use policies and development requirements are set out in the Official Community Plan and zoning by-laws of both local governments. This section provides a simplified overview of technical aspects and decision making processes that support development approvals. Other than engagement opportunities provided by the local government, Table C-2 excludes engagement activities that would be carried out by UVic.

**Table C-2: Development Process Overview**

	Activity	Description
<b>Internal UVic Processes that Support Planning &amp; Decision-Making</b>	<b>Campus Planning</b>	The Campus Plan provides a framework for university administrators and staff who design and make decisions about physical changes on the campus such as new facilities, landscapes for restoration, roads and pathways. It also identifies possible areas for new buildings and facilities development. Many factors are considered when it comes to new development. The rate and extent of university growth is determined by public policy (e.g., hosting a medical school), the Strategic Plan, university funding, societal values, economic and demographic trends.
	<b>Strategic &amp; Capital Plans</b>	On an ongoing basis, UVic maintains a Strategic Plan and a Capital Plan. The Strategic Plan identifies research or education areas in which the university will develop which is then compared against facility and asset inventories. The Capital Plan identifies which projects will be funded. Both plans are available online.
	<b>Initial Decision &amp; Funding Strategy</b>	Whether it is a new or replacement facility or new infrastructure, UVic will determine the project that is necessary to meet its strategic goals. Many factors contribute to the ability for a project to move forward and include: government funding programs, the institution’s ability to obtain debt, generous donations from benefactors or other funders for new facilities, replacement of buildings or assets, space deficiencies in current facilities, etc. To make a decision, the Board of Governors is presented with a program for the project. A program of requirements provides a statement of requirements for project uses, spaces and services and assesses functional relationships. It also confirms the budget and various space allocations. It is followed by a schematic design process.
	<b>Conceptual Planning &amp; Schematic Design</b>	Campus Planning & Operations Departments begin carrying out a number of internal assessments necessary to move to the next stage of planning. Conceptual design, preliminary costing, and siting suitability assessments (e.g., where should the building be located), parking requirements, and other assessments are carried out.



**Processes carried out to Support Local Government Development Approvals**

<b>Activity</b>	<b>Description</b>
<b>Pre-Meeting and/or Development Inquiry</b>	At this stage, UVic has a good sense of critical parameters related to the proposed capital project. When it is a building, UVic will understand building size, height, location, and parking requirements which are of interest to the local approving authority. For new or renovated buildings and major infrastructure projects, a Development Inquiry or 'Pre-Meeting' is set up between UVic and the appropriate local government(s). The local government will inform UVic about necessary development approval submission requirements. Due to the unique and broad permitted uses within UVic's zoning, a development review on UVic's campus takes the form of a building permit, or development variance permit. Property that is currently not on UVic's campus will likely be subject to a re-zoning application, should UVic intend to use the site for a use that differs from the current use. In most cases, UVic's needs a development variance (for building height and/or parking). The local government also highlights basic expectations for what types of public engagement UVic will need to carryout prior to presenting the development application to Council.
<b>Detailed Project Design &amp; Costing</b>	At this stage, UVic has confidence in funding and the building design and function will meet its needs and that approval requirements are achievable. The project team will then proceed to detailed design and costing, which involves the development of architectural and engineering drawings. If UVic's proposed use or density requires local government rezoning, UVic will need to also carry out the necessary site planning and analysis and public engagement activities.
<b>Development Approval</b>	With completed drawings and/or assessments, UVic will submit all necessary applications and fees to the local government(s). All development reviews and approvals (i.e., development variance permit or rezoning) require formal approval by municipal elected officials, or Councillors in both Oak Bay's and Saanich's case. Zoning applications require an added public hearing, where the public may make submissions to express how their interests my affected by the proposal. Development variance permits are considered by Council at public meetings. All development applications reviewed by municipalities have an opportunity for public input, where Council may consider residents views and interests in advance of development approval.
<b>Tendering &amp; Construction</b>	With development approvals secured, UVic will proceed to secure contractors and begin project construction. For buildings, building permits will be required to be issued from the municipality at various stages (i.e., foundation, electrical, plumbing etc., prior to final occupancy permits).
<b>Occupancy</b>	For buildings, when construction is completed and all permit requirements have been met, UVic will proceed to secure a final Occupancy Permit which enables the university to use the building for its intended use.

## Appendix D – CALC Terms of Reference

The Terms of Reference for the Community Association Liaison Committee (CALC) were developed in 2004. Based on comments and feedback gathered through a combination of the CARSA process, stakeholder interviews, a stakeholder workshop, and case-study research, several potential improvements to the structure and function of the CALC are outlined below. Key categories for revisions include:

### 1. Charge:

- Explicit purpose and role of the CALC with regard to physical development on Campus, in particular identifying a role for commenting on Engagement Plans and supporting stakeholder identification.
- How CALC input is (or is not) used by UVIC in the decision making process related to capital projects

### 2. Membership:

- Roles and candidate selection process for community association representatives
- Ability to provide a detailed list of current association membership

### 3. Relationships:

- Clarifying the relationship of CALC to other organizations (community associations, the Campus Planning Committee, and any temporary Committees set up for a specific consultation process)

### 4. Meetings:

- How the information produced by the CALC will be recorded and presented
- Measures to support more transparent CALC meetings including such matters as posting agendas, minutes, actions items and follow up items online for public review.
- Considering if and how members of the public at large can attend or make presentations at meetings.

**It is advised that UVic seek input on changes with CALC members.**

The current Terms are reproduced below and will be replaced when revised by the Committee and approved by UVic.

## **TERMS OF REFERENCE** (February 24, 2004)

**NAME:** UVIC/COMMUNITY ASSOCIATIONS LIAISON COMMITTEE

**TYPE:** V.P. EXTERNAL COMMITTEE; ADVISORY TO THE V.P. EXTERNAL RELATIONS

### **CHARGE:**

1. To advise *the University through* the V.P. External on matters relating to the relationship of UVic to its adjacent communities *of Saanich and Oak Bay*.
2. To provide an information exchange and discussion forum for university initiatives which may be of interest to and affect the surrounding community, particularly those residential & commercial communities which border the Gordon Head Campus of the University of Victoria.
3. To advise on any matters which may be referred to the Committee by the V.P. External Relations.
4. To maintain a communications network link between UVic, its academic and administrative units, and the member community associations.

### **MEMBERSHIP:**

#### **Voting:**

#### **Appointed by the University:**

V.P. External Relations, UVic

Director, Community Relations, UVic

Director, University Communications, UVic

Executive Director, Facilities Management or designate

#### **Appointed by resolution of their respective boards, one vote per association delegation.**

Cadboro Bay residents Assn. 1 appointee & alternate

Camosun Community Assn. 1 appointee & alternate

Gordon Head Community Assn. 1 appointee & alternate

Mt. Tolmie Community Assn. 1 appointee & alternate

N. Henderson Residents Assn. 1 appointee & alternate

Quadra/Cedar Hill Community Assn. 1 appointee & alternate

#### **Nonvoting:**

Saanich Community Assn. Network1 appointee & alternate

#### **METHOD OF APPOINTMENT:**

EX Officio  
V.P. External  
Director of Community Relations  
Director, UVic Communications  
Executive Director, Facilities Management or designate  
Community & Resident's Assn. Reps. appointed by resolution of their respective Boards

**TERM OF OFFICE:**

Ex. Officio appointees shall be members of The Committee for the period of their terms of office. Community & Resident's Assn. Appointees shall be appointed by Board resolutions of their respective organizations annually.

**OFFICERS:**

The Committee shall have co-chairs, one will be the Director of Community Relations, the other elected by the committee from the Community/Resident's Assn. appointees.

**GENERAL:**

A non-voting recording secretary will be assigned to the Committee by the University. The Committee will hold **four** regular meetings per year, with further meetings as required at the call of the Chairs.

***Agenda items submitted one week in advance of meeting.***

Communication between members of the Committee, and the officers, departments and agencies of UVic will be through the office of Community Relations.

***Other Community Association guests as may be invited by the Chairs from time-to time.***

**APPROVED**

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To be signed by V.P., External Relations