

DISTRICT OF
OAK BAY

REPORT TO: Mayor and Council
FROM: Deborah Jensen, Manager of Planning
DATE: July 9, 2018
RE: Secondary Suites Study

EXECUTIVE SUMMARY

Council included an initiative in the 2017 – 2018 Strategic Plan to undertake regulation of secondary suites in Oak Bay. This is supported by OCP policies directed to permitting secondary suites within the community. A Terms of Reference has been prepared for the secondary suites study, including a workplan, timeline, and overall public engagement opportunities.

This report sets out an anticipated timeline to undertake a secondary suites process through a proposed Terms of Reference for the Secondary Suite Study.

BACKGROUND

The 2017 – 2018 Strategic Plan approved by Council includes an initiative to undertake the regulation of secondary suites in Oak Bay. Council subsequently asked staff to prepare a report outlining a project work plan, including timelines, next steps, lead staff, and public engagement opportunities to develop and implement policy, regulations, and bylaws for secondary suites in Oak Bay. That report was presented to Council in March 2018, indicating staff would commence the process in July 2018. Staff are now seeking to initiate the secondary suites study through a Council approved terms of reference.

ANALYSIS

The District of Oak Bay Official Community Plan, adopted by Council in 2014, contains several provisions directed to permitting secondary suites within the community. References to secondary suites are set out not only in policy, but also within the Regional Context Statement, which identifies how the OCP is consistent with the regional growth strategy. Policies include:

- Inclusion of secondary suites within Established Neighbourhoods see 4.1.2 (CF1.6)
- Develop a policy and regulatory framework to permit secondary suites see 4.3.2 (H10)
- Consider conversions and retrofitting of heritage and character buildings, to include secondary suites See 2 4.7.2 (HR1)
- Update the Zoning Bylaw to include provisions related to secondary suites and develop a policy and regulatory framework to permit implementation secondary suites see 6.1 Short Term Implementation

To establish policy and develop bylaws to address secondary suites, staff estimate a process that will take approximately 13 months to complete and involve a series of phases. A series of opportunities would be provided to involve the community in the secondary suite review. The specifics of the public meetings would be determined through setting the public engagement strategy, but would be designed to best receive public input and review the factors associated with secondary suites implementation.

Secondary Suite Implementation – Summary of Process

Phase	Process	Time Period
1	Commencement of Process <ul style="list-style-type: none"> ○ Develop project terms of reference ○ Plan initiation and process organization ○ Data collection and background documentation ○ Set public engagement strategy ○ Consultant selection 	Three Months
2	Community Context <ul style="list-style-type: none"> ○ Public information session ○ Issues and opportunities survey ○ Summarize findings 	One Month
3	Issues and Opportunities <ul style="list-style-type: none"> ○ Public information session to consider findings ○ Summarize and analyze public input 	Two Months
4	Draft Strategy (policy, zoning, other bylaws) <ul style="list-style-type: none"> ○ Report to Council with recommendations ○ Prepare draft secondary suites policy and draft bylaws ○ Public information session to present draft 	Two Months
5	Final Strategy <ul style="list-style-type: none"> ○ Draft strategy revision and presentation at open house Approvals <ul style="list-style-type: none"> ○ Final report to Council for approval process (policy approval, bylaw readings, public hearing) 	Three Months Two Months

A Terms of Reference has been developed for the secondary suite study. The Building and Planning Department will lead the secondary suite process, with a consultant utilized for specific sections of the project. It is anticipated that consultant services would be used to assist with background documentation, public engagement process, and providing overall recommendations that lead toward policy and bylaw amendments. Along with staff resources, an additional \$60,000 for consultant services was approved by Council in May 2018.

The process will be regularly vetted through the Advisory Planning Commission, representing business, heritage, housing, and architectural interests.

STRATEGIC IMPACT

This process initiates one of Council's 2017 – 2018 strategic priorities to 'undertake the regulation of secondary suites'.

OPTIONS

1. That Council approve the Terms of Reference and direct staff to initiate the secondary suites process.

Proceeding with the secondary suites process will ultimately provide the necessary framework to effectively evaluate secondary suite construction within the community. This not only assists staff, but also provides assurance for home owners and community residents respecting residential activity within their neighbourhoods.

2. That Council not approve the Terms of Reference and direct staff to not proceed with the secondary suites process.

Should Council choose to not proceed with this process, the status quo of not permitting secondary suites within the municipality will continue, with enforcement action occurring as necessary.

3. Another direction as provided by Council.

FINANCIAL IMPACT

No financial impact beyond the approved \$60,000 budget for this calendar year is anticipated to arise in relation to the information described in this report. Future financial implications will be addressed as the process moves forward, as reflected in policy development and a regulatory framework.

RECOMMENDATION

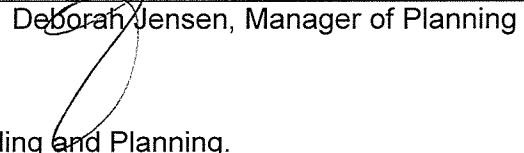
That Council approve the Terms of Reference and direct staff to initiate the secondary suites process.

Respectfully submitted,



Bruce Anderson, Director of Building and Planning

Report prepared by:


Deborah Jensen, Manager of Planning

I concur with the recommendation of the Director of Building and Planning.



Debbie Carter, Acting Chief Administrative Officer

ATTACHMENT(S)

Attach 1 – Rpt Attach 1 – Secondary Suites Terms of Reference

TERMS OF REFERENCE SECONDARY SUITE STUDY

District of Oak Bay



SUMMARY

The District of Oak Bay Official Community Plan Bylaw No. 4650 (OCP) was adopted by Council in September 2014. Section 4, the Community Framework, speaks to developing a policy and regulatory framework to permit secondary suites as a way of providing affordable housing in the community.

Undertaking the regulation of secondary suites is also included in Council's 2017-2018 strategic priorities and in Section 6 of the OCP Implementation Strategy. These Terms of Reference outline the parameters for a planning and consultation process in the preparation of policies and regulations for the implementation of secondary suites in Oak Bay.

This process will include public engagement opportunities to consider items applicable to secondary suites, including floor area, parking, occupancy, inspection and enforcement, and potential for licensing. The final product will provide the District with the tools necessary to review secondary suites within the context of the Official Community Plan, Zoning Bylaw, and other regulatory processes.

PROJECT GOALS

Undertaking the regulation of secondary suites in Oak Bay is one of a series of initiatives approved by District Council in its 2017 – 2018 Strategic Plan. A set of policies and regulations that set a direction for reviewing and permitting secondary suites is key to supporting this initiative.

The Official Community Plan also includes provisions for permitting secondary suites. The Regional Context Statement, the Community Framework (section 4), and the Implementation Strategy (section 6) all refer to permitting secondary suites as a housing option.

The purpose of the secondary suites study is to determine the best method by which to regulate secondary suites within the community, and achieve the goals and objectives of the Official Community Plan. The study will address the overall goals of including secondary suites within Established Neighbourhoods, considering conversions of heritage and character buildings, updating the Zoning Bylaw to include secondary suite provisions, and developing an overall policy and regulatory framework for suites. It will address key items identified through the process, including input received from the community. The final product will also incorporate new policies and regulations, which may involve approval requirements through the Zoning Bylaw, home based business regulations, and building code.

A final product that balances neighbourhood needs while supporting the policies of the Official Community Plan will be a significant asset for assisting in the individual review of secondary suites in the community. It will act as a tool that benefits both property owners and the District, offering a level of comfort regarding expectations for reviewing and incorporating secondary suites into the community.

SECONDARY SUITES

SCOPE OF WORK AND PROJECT SCHEDULE



It is anticipated the secondary suite process will take approximately 12 to 14 months to complete. The following is a projected timeline to complete the phases of the secondary suite planning process.

Phase	Process	Time Period
1	Commencement of Process - develop project terms of reference - plan initiation and process organization - data collection and background documentation - set public engagement strategy - consultant selection	Three Months
2	Community Context - public information session - issues and opportunities survey - summarize findings	One Month
3	Issues and Opportunities - public information session to consider findings - summarize and analyze public input	Two Months
4	Draft Strategy (policy, zoning, other bylaws) - report to Council with recommendations - prepare draft secondary suites policy and draft bylaws - public information session to present draft	Two Months
5	Final Strategy - draft strategy revision and presentation at open house Approvals - final report to Council for approval process (policy approval, bylaw readings, public hearing)	Three Months Two Months

PUBLIC CONSULTATION



A series of opportunities will be provided to involve the community with the secondary suites planning process. This public consultation process may include, but is not limited to:

Public Consultation Opportunities

Open Houses

Survey Input

Informal Discussion Sessions

Public Hearing

SECONDARY SUITES

ADVISORY PLANNING COMMISSION



The secondary suite planning process will be regularly vetted through the Advisory Planning Commission, whose mandate includes reviewing development policies and initiatives that promote a sustainable community, and measures for progress toward achieving Official Community Plan goals and objectives.

Additional input for the secondary suite process will be sought through the participation of external agencies, which enhances participation opportunities and provides opportunity to capture any other matters that may arise. Referral agencies may include, but are not limited to Ministry of Municipal Affairs and Housing, Island Health, Capital Regional District, School District No. 61, University of Victoria, and Camosun College.

As the development of secondary suite policies and regulations will require bylaw amendments, Council subsequently makes the final determination on the policies and regulations to be implemented to permit secondary suites, and considers adoption of the bylaw amendments to complete the process.

RESOURCES



The Building and Planning Department will be responsible for leading this project. Work will be completed both with District staff resources, and with consultants utilized for specific sections of the project. The District will utilize the services of these consultants to assist with elements of the planning process such as background documentation, public consultation strategy, and policy and regulatory framework recommendations.