



The Corporation of the District of Central Saanich

REGULAR COUNCIL REPORT

For the Regular Council meeting on Monday, April 27, 2026

Re: 1903 Mt. Newton Cross Rd Redevelopment - Procurement Procedures

RECOMMENDATION(S):

That staff issue a Request for Proposals in Q2 2026 for the disposition of 1903 Mount Newton Cross Road, and include the following Evaluation Criteria:

- a. Offer on Land, for a total of 50 points*
- b. Design & Concept, for a total of 35 points, as outlined in Table 2*
- c. First Nations, for a total of 10 points, as outlined in Table 3*
- d. Project Delivery & Scheduling, for a total of 5 points*

PURPOSE:

To provide Council with information related to the following motion at the December 15, 2025 Regular Council meeting:

That staff issue a Request for Expression of Interest in Q1 2026 for the disposition of 1903 Mount Newton Cross Road.

In addition, Council approval is requested for issuing the Request for Proposals (RFP) regarding the disposition of 1903 Mount Newton Cross Road, as well as for prioritizing the criteria for the RFP.

BACKGROUND:

The District has proposed relocating Municipal Hall, Police, and Fire services from 1903 Mount Newton Cross Road (Mount Newton site) to Hovey Road (Hovey site), with the new facility, if approved, to be completed by late 2028.

As part of redeveloping the Hovey site, Council sought a partnership with the Peninsula Recreation Commission (PRC) 10,000 sq. ft. dry-floor recreation facility. This has been a longstanding community priority, highlighted in the Panorama Recreation Commission and District's strategic plans and needs assessments over the past decade. The facility is now recognized as an urgent near-term need due to planning readiness and the Civic Redevelopment opportunity.

To help finance the redevelopment, the District has proposed selling and developing the Mount Newton site into a mixed-use village anchor. Council developed design guidelines that included up to 400 homes (at least 10% affordable), commercial space, and a public plaza.

Council endorsed a Request for Expression of Interest (RFEOI) that closed on March 10, 2026, that sought out interested developers with capacity and experience to deliver this landmark project, delivering on

amenities and affordable housing. Council waived the RFEOI process for Tsawout and Tsartlip First Nations to encourage Indigenous partnerships and participation.

As stated in the RFEOI, the District's objective is to shortlist 3 developers to provide submissions for the disposition and development of the Mount Newton site under a separate RFP process. The District also reserves the right to shortlist more than 3 developers if it received more than 3 superior submissions.

District staff have concluded the evaluation of the RFEOI submissions. The evaluation criteria were based on the following:

- Authorization letter confirming understanding of the RFEOI and submission commitments.
- Financial capacity and stability to purchase and develop the site.
- Disclosure of insolvencies, foreclosures, major debts, or claims over \$100,000 in the past 10 years.
- Relevant experience in the past 10 years (project types, completion dates, innovation, BC Energy Step Code use, awards, and ownership/interests).
- Current workload and capacity, including projects paused for more than 18 months after permit approval.
- References (2 tenants/purchasers, 2 major suppliers, and municipal officials from 2 jurisdictions), with full contact details.

The District received 4 RFEOI submissions and based on the evaluation, staff have shortlisted to 3 developers. These shortlisted developers will be invited to respond to the RFP, along with WJOLELP (Tsartlip) and SÁUTW (Tsawout) First Nations, pending approval of the RFP by Council.

Site Design Guidelines

Community feedback has been consistent, prioritizing active transportation, vibrant commercial space (restaurants, cafés, local retail), adequate parking, accessible public gathering areas, and diverse housing.

As engagement progressed—especially with neighbouring properties—the plan was refined to better fit local context and mitigate impacts while maintaining the site's overall vision.

Key changes include distributing building height (up to six storeys on primary corridors, with a four-storey transition near established residential areas, including parts of Mt. Newton Cross Road), expanding underground parking, and adding more green space and plaza areas to support gathering, walkability, and livability. While the four-storey adjustment maintained overall land value, limits on surface parking increase costs and may reduce the market value developers are willing to offer.

With this project identified nearly 20 years ago, the District is well positioned financially. Through the Asset Management Plan levy and reserve balances (savings) to reduce required debt, the District can proceed without anticipated additional property-tax increases. Redevelopment on Hovey remains a financially strategic opportunity.

DISCUSSION:

Through the RFP, the District will set building requirements to ensure the development aligns with Council direction, community feedback, and the Official Community Plan (OCP). Unlike the RFEOI, the RFP is a distinct, more detailed and competitive process. Submissions must include comprehensive site plans, proposed massing, land uses, sustainability features, implementation schedules, and detailed financial

proposals. Council approval is required before staff issue the RFP to establish and prioritize the evaluation criteria.

These criteria’s have been identified through adopted District planning documents such as the 2019 Saanichton Village Design Plan (SVDP), the OCP, Council’s 2024-2027 Strategic Plan and Housing Needs Assessment. Based on the compiled information, Table 1 presents the proposed criteria and evaluation weightings to establish the evaluation standards for the RFP.

Table 1. Evaluation Criteria

Criteria	Description	Points
Offer on Land	The financial value proposed to the District for the land will be outlined. Developers are expected to detail their preferred financial arrangement—such as a purchase price or lease agreement.	50
Design & Concept	Concept and site plans show suitability of project to surrounding area and high construction quality and design. Additional detail provided in Table 2.	35
First Nations	Prioritized amenities or features that benefit First Nations. Additional detail provided in Table 3.	10
Project Delivery & Scheduling	Developers are required to provide an implementation plan that includes a comprehensive project work schedule, demonstrating the feasibility of proposed timelines. The plan should also detail phased development strategies and outline the capacity to meet key milestones within both medium-term and long-term horizons.	5

The Offer on Land and Project Delivery & Scheduling criteria are primarily quantitative and more straightforward to assess. However, as the Design and Concept elements, along with First Nations considerations, are inherently qualitative, staff have formulated the following evaluation criteria to establish specific requirements for Council approval.

Design and Concept

Conceptual and site plans will demonstrate the project's compatibility with the surrounding area as well as its high standards of construction quality and design. All concepts will be required to comply with the OCP, Development Permit Guidelines, Zoning Bylaw, OCP Amendment Bylaw No. 2253 and Zoning Amendment Bylaw No. 2252. It is recommended that the District include the following criteria’s and weighting in the RFP for the design and concept:

Table 2. Design & Concept Evaluation Criteria – 35 Total Points

Criteria	Description	Points
Overall Design	Demonstrate design approaches that mitigate impacts to surrounding residents, including sensitivity to the neighbouring properties to the west and south, building massing and articulation, traffic circulation, parking management, landscaping, and transitions to adjacent neighbourhoods.	5
	Develop designs with multiple buildings that create a sense of architectural unity and cohesiveness across the site. The siting, scale, and massing of all buildings should be carefully considered to ensure consistency.	5
	Designs should include a mix of building heights throughout the development to provide visual interest and to create a stepped transition from the streetscape to neighbouring properties.	8

	<ul style="list-style-type: none"> Along Wallace Drive and Mt. Newton Cross Road, up to six-storey mixed-use buildings are allowed, as permitted by zoning. These buildings provide commercial uses at grade. Towards the west and south, adjacent to established residential neighbourhoods, building heights are limited to a four-storey maximum. Increased setbacks and enhanced screening should be provided in these areas to reduce visual impacts and to create a sensitive transition to existing lower-density housing. Parking should be appropriate to the design. 	
	Demonstrate sustainable design. The latest BC Building Code requirements are a minimum.	2
Commercial	<p>The buildings along Wallace Drive and Mt. Newton Cross Road should feature active ground-floor commercial uses with large windows, automatic doors and inviting entrances to enhance the street experience.</p> <ul style="list-style-type: none"> Prefer commercial uses such as a medical office, childcare and restaurant/cafes, but these are not required. Provide at least 15,000 square feet of commercial space (can be flexible). 	5
Housing	<p>Provide type, tenure and size of housing units, based on Central Saanich’s Housing Needs Report. Ex. 1-bedroom/studio (43%), 2-bedroom (39%) and 3-bedroom units (18%).</p> <p>Accessibility remains a primary consideration, with designs incorporating a minimum of 20% adaptable units required under the BC Building Code. May consider a % of fully accessible units within the design. (i.e. BC Housing 5%)</p>	5
Engagement Plan	Outline an effective engagement plan that will seek input from community members about project design. Engagement activities could include such things as a website with information and comment form, a public open house, design charette, or other engagement strategies.	5

First Nations

Council approved the following motion at the Regular Council meeting on December 15, 2025:

That the District pre-qualifies WJOLELP (Tsartlip) and SʔÁUTW (Tsawout) First Nations to be eligible to respond to the Request for Proposals for the disposition of 1903 Mount Newton Cross Road.

The District’s recommendation to pre-qualify the WJOLELP (Tsartlip) and SʔÁUTW (Tsawout) First Nations for the RFP process demonstrates a commitment to reconciliation and partnership, while ensuring a fair and transparent approach to the redevelopment of the Mount Newton site. It is further advised that the District incorporate the following criteria and weighting (Table 3) within the RFP to prioritise specific benefits that will foster future partnerships with WJOLELP (Tsartlip) and SʔÁUTW (Tsawout) First Nations.

Table 3. First Nations Evaluation Criteria – 10 Total Points

Criteria	Description	Points
Partnership	Create a strong partnership with WJOLELP (Tsartlip) and/or SʔÁUTW (Tsawout) First Nations for the development of the Mount Newton site.	5
Procurement	That a specific scope of work is identified and confirmed to be constructed by either a First Nation owned business or a First Nation authorized business, at prevailing market rates.	3

Economic Development	Establish an initiative enabling the WJOLELP (Tsartlip) and/or S7ÁUTW (Tsawout) First Nations to acquire land or property, facilitating them to lease, rent, or develop it for sustainable long-term economic revenue within their communities.	2
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The RFP is the primary mechanism through which Council’s priorities will be implemented. By defining the evaluation criteria in advance, the District provides certainty to proponents. Changes to core assumptions after issuance of the RFP would undermine fairness, feasibility, and the District’s ability to compare submissions effectively. Collectively, these directions provide a transparent and balanced framework for redevelopment that protects project feasibility while capturing Council’s priorities.

Amenities

To avoid conflating policy direction with procurement evaluation, Council should note that the Amenity contributions is standalone and separate policy framework from the RFP evaluation criteria. For a summary of the three distinct processes (OCP/zoning, RFP procurement/disposition, and amenity framework), included in this Council agenda.

To support any amenities Council may wish to pursue, staff recommend adopting an Amenity Framework that provides a transparent framework for proponents responding to the redevelopment and helps deliver community benefits aligned with Council priorities. The policy also acknowledges that the District-led rezoning has created additional land value and allows Council to consider targeted waivers of development-related charges where proposals provide priority amenities.

IMPLICATIONS

Legislative/Legal

The RFP process is consistent with the District’s authority under the Local Government Act and Community Charter to dispose of municipal land. The RFP will serve as the procurement mechanism for disposition of the site and will establish the contractual requirements through which Council priorities are implemented. This approach provides Council with greater control over the site’s design and outcomes to help ensure the redevelopment meets community needs, rather than proceeding with a land sale without defined evaluation criteria.

Development Permit Process

A Development Permit will be required and will be considered under the Local Government Act through a separate approval process that assesses detailed site design (e.g., siting and form and character, access, landscaping, lighting, and interface with neighbouring properties) against the applicable Development Permit Area guidelines in the Official Community Plan and other relevant District policies. The process typically includes review by staff and referral agencies, opportunities for revisions with the proponent, and Council consideration prior to permit issuance.

The RFP and development permit processes are complementary and occur at different stages. The RFP is a competitive procurement process used to select a preferred proponent and concept based on Council-approved evaluation criteria (including the requirement for comprehensive site plans, proposed massing, land uses, sustainability features, implementation schedules, and detailed financial proposals). The development permit process is a separate statutory approval under the Local Government Act that occurs after proponent selection and focuses on refining and regulating detailed design to meet the applicable OCP Development Permit Area guidelines. -Commitments made through the RFP inform the development permit submission; however, the RFP does not replace statutory approvals, and any refinements through

the development permit process are expected to remain consistent with the selected proposal and the District’s contractual and fairness obligations.

Variances

Proponents may identify potential variances or alternative approaches as part of their RFP concept; however, any variance would be subject to separate statutory review and decision-making through the applicable approval processes (e.g., rezoning, development permit, and/or servicing) under the Local Government Act and Community Charter. In evaluating RFP submissions, a proposed variance would not be treated as an automatic deficiency where it is clearly identified, supported by appropriate and defensible evidence (e.g., technical studies), and demonstrates improved site outcomes (such as enhanced public realm, pedestrian safety, accessibility, landscaping, and overall functionality). Where variances are integral to a proposal’s feasibility or performance, the District may consider the associated approval risk and deliverability as part of the overall evaluation.

Strategic

Developed over the course of Council’s four-year term, this project brings together Council’s strategic priorities into a single, deliverable initiative that is grounded in the adopted Saanichton Village Design Plan, Official Community Plan and supported by the District’s planning work. The proposed RFP framework supports Council’s 2024–2027 Strategic Plan by advancing the following priorities and related goals:

Table 10. Alignment with Council’s 2024-2027 Strategic Priorities

Strategic priority	How this project advances the priority (key points)
<i>Expand the Supply of Affordable, Attainable, and Rental Housing</i>	<ul style="list-style-type: none"> • Requires housing diversity through RFP evaluation criteria. • Includes Council direction for at least 10% affordable housing.
<i>Foster a Community of Inclusion, Diversity and Accessibility</i>	<ul style="list-style-type: none"> • Supports potential partnership opportunities with WJOLEŁP (Tsartlip) and STÁUTW (Tsawout) First Nations through pre-qualification and evaluation. • Reinforces accessibility objectives through site and building design expectations.
<i>Champion Climate Adaptation, Mitigation, and Preparedness</i>	<ul style="list-style-type: none"> • Requires sustainable design (minimum: latest BC Building Code). • Enables Council to apply a climate lens by rewarding higher-performing proposals through evaluation.
<i>Invest in Infrastructure and Active Transportation</i>	<ul style="list-style-type: none"> • Supports a complete, walkable village centre (active transportation connections, public realm/green space, plaza). • Disposition revenue supports the District’s Civic Facilities Redevelopment (relocation of municipal services and civic infrastructure at Hovey Road). • Supports the potential partnership with the Peninsula Recreation Commission for a dry-floor recreation facility.
<i>Cultivate a Resilient Economy and Thriving Agricultural Sector</i>	<ul style="list-style-type: none"> • Creates a mixed-use village anchor with commercial space to support local services. • Contributes to local economic resilience by encouraging a vibrant commercial area.
<i>Demonstrate Organizational Effectiveness</i>	<ul style="list-style-type: none"> • Uses a Council-approved, competitive RFP with defined evaluation criteria (transparent and consistent decision-making). • Balances generating proceeds for Civic Facilities Redevelopment while advancing other District priorities embedded in the criteria (e.g., housing, sustainability, public realm, reconciliation).

Financial

The District anticipated the civic facilities redevelopment and estimated a \$62M requirement, which was included in the 2021 update to the Asset Management Plan for the Municipal Hall and Municipal Yard. District facilities were forecast to require renewal within 10 years as they reach end of life. The financial strategy includes both debt and General reserves. Current projections indicate the General Fund target (\$7.2M) will be reached by 2031—one year earlier than expected—supported by the annual 1.25% tax increase maintained since the AMP update. The AMP is scheduled to be updated in 2027.

The disposition of the Mount Newton site is intended to generate revenue to support the Civic Facilities Redevelopment project, including the relocation of municipal services and the development of civic infrastructure at the Hovey Road site. Maintaining the planned density is a key component of preserving the site's market value and ensuring financial feasibility. The proposed RFP framework balances financial return with community benefits through a combination of community priorities.

First Nations

The District recognizes the importance of fostering meaningful partnerships with local First Nations. In recognition of this commitment, Council directed that the RFEOL process be waived for WJOLELP (Tsartlip) and S7ÁUTW (Tsawout) First Nations to encourage participation in the redevelopment opportunity. The proposed RFP framework also prioritizes partnerships with First Nations through scoring criteria, which will further encourage opportunities for Indigenous-led initiatives within the redevelopment.

OPTIONS**Option 1**

That staff issue a Request for Proposals in Q2 2026 for the disposition of 1903 Mount Newton Cross Road, and include the following Evaluation Criteria:

- a. *Offer on Land, for a total of 50 points*
- b. *Design & Concept, for a total of 35 points, as outlined in Table 2*
- c. *First Nations, for a total of 10 points, as outlined in Table 3*
- d. *Project Delivery & Scheduling, for a total of 5 points*

Option 2

As an alternative recommendation, Council could prioritize the financial feasibility of the Hovey site redevelopment above all other considerations. This approach would involve:

- Increasing the weighing (total points) for the Offer on Land criteria
- And/or decreasing the weighing (total points) for the other criteria's

This alternative direction would provide the District with increased flexibility to respond to changing market conditions and ensure that the redevelopment of the Hovey site remains financially sustainable.

Option 3

Provide alternative direction.

CONCLUSION:

The recommendations outlined above establish a clear and defensible path forward for the disposition and redevelopment of 1903 Mount Newton Cross Road that is aligned with Council's strategic priorities and adopted District policy direction, including the Official Community Plan and the Saanichton Village Design Plan. The District has advanced this work through distinct and sequential processes: the RFEOL to identify qualified proponents, the RFP to evaluate detailed redevelopment proposals against Council-approved criteria, and a distinct Amenity Framework process to consider any additional community

amenities outside the scope of the RFP. Compared with a simple land disposition, the RFP approach provides Council with greater control over site outcomes by setting transparent evaluation criteria in advance, enabling consistent comparison of submissions, and balancing financial return with community benefit to support the Civic Facilities Redevelopment. The procurement process is designed to ensure transparency, fairness, and confidentiality, and Council will continue to receive clear and comprehensive reporting at key decision points.

Report written and submitted by:	Fernando Pimentel, Deputy Director, Finance Strategic Capital Planning
Concurrence by:	Jarret Matanowitsch, Director of Planning and Building Services
Concurrence by:	Christine Culham, Chief Administrative Officer

ATTACHMENTS:

Appendix A: 1903 Mount Newton Redevelopment - Procurement Timeline