

DISTRICT OF SAANICH  
MINUTES OF THE SPECIAL COUNCIL MEETING  
HELD IN THE COUNCIL CHAMBERS  
SAANICH MUNICIPAL HALL, 770 VERNON AVENUE  
**TUESDAY, FEBRUARY 21, 2017 AT 7:00 P.M.**

Present: **Chair:** Mayor Atwell  
**Council:** Councillors Brice, Brownoff, Derman, Haynes, Murdock (7:01 p.m.) Plant, Sanders and Wergeland  
**Staff:** Donna Dupas, Manager of Legislative Services; Jarret Matanowitsch, Manager of Current Planning; Catherine Mohoruk, Manager of Transportation and Development; and Penny Masse, Senior Committee Clerk

**PUBLIC HEARING**

2870-30  
Doumac Road

A.1 "ZONING BYLAW, 2003, AMENDMENT BYLAW, 2017, NO. 9411"

**PROPOSED NEW APARTMENT-VILLAGE CENTRE ZONE**

To create a new RA-VC (Apartment-Village Centre) Zone with Apartment; Congregate Housing; Home Occupation Office and Daycare for Preschool Children; and Accessory Buildings and Structures as permitted uses. Regulations with respect to lot coverage; density; buildings and structures for apartment or congregate housing; accessory building and structures; and accessory off-street parking are unique to this proposed zone.

A.2 "ZONING BYLAW, 2003, AMENDMENT BYLAW, 2017, NO. 9412"

**PROPOSED REZONING FOR AN APARTMENT BUILDING ON DOUMAC AVENUE**

To rezone Amended Lot 5 (DD 248221-I), Block 1, Section 31, Lake District, Plan 1444 (986 DOUMAC AVENUE) and Lot 4, Block 1, Section 31, Lake District, Plan 1444 (**990 DOUMAC AVENUE**) from Zone RS-18 (Single Family Dwelling) to a new Zone RA-VC (Apartment-Village Centre) in order to construct a 4-storey, 25-unit strata-titled apartment building with underground parking. A **DEVELOPMENT PERMIT** will be considered for form and character. A **COVENANT** will also be considered to further regulate the use of the lands and buildings.

***Please be advised Bylaws No. 9411 and 9412 were removed from the Public Hearing agenda at the request of the applicant.***

2870-30  
Arrow Road

B.1 "ZONING BYLAW, 2003, AMENDMENT BYLAW, 2017, No. 9415"

**PROPOSED NEW COMPREHENSIVE DEVELOPMENT AFFORDABLE HOUSING ZONE**

To create a new CD-5AH (Comprehensive Development Affordable Housing) Zone with the following permitted uses for Development Areas A and B: Apartment for the Provision of Affordable Seniors Independent Rental Housing; Accessory Dwelling Unit; and Accessory Buildings and Structures. Regulations with respect to lot coverage; density; buildings and structures are specific to Development Areas A and B and accessory off-street parking; bicycle parking; and accessory buildings and structures are also unique to this proposed zone.

B.2 "ZONING BYLAW, 2003, AMENDMENT BYLAW, 2017, No. 9416"

**PROPOSED REZONING FOR AFFORDABLE SENIORS INDEPENDENT RENTAL HOUSING ON ARROW ROAD**

To rezone Lot A, Section 56, Victoria District, Plan 23817, Except Part in Plan 27015 (**1550 ARROW ROAD**) from Zone RA-1 (Apartment) to a new Zone CD-5AH (Comprehensive Development Affordable Housing) in order to construct affordable seniors independent rental housing. A **DEVELOPMENT PERMIT** will be considered for form and character. A **HOUSING AGREEMENT** will be considered to ensure the lands shall only be developed for the purpose of providing Affordable Seniors Independent Rental housing; with the exception of one dwelling unit which may be occupied by the owner, operator, manager, or caretaker providing on-site services.

The Clerk introduced the following:

- Notice of Public Hearing;
  - Reports from the Director Planning dated February 2, 2017, December 21, 2016, December 13, 2016 and February 18, 2016 recommending:
    - Approval of the new CD-5AH Zone, the rezoning application and the Development Permit; and
    - That Council withhold Final Reading of the Zoning Bylaw Amendment and ratification of the Development Permit pending payment of \$50,000 to the District of Saanich for Arrow Road improvements and registration of a Housing Agreement securing that the property would only be developed to provide Affordable Seniors Independent Rental Housing.
  - Excerpts from the Committee of the Whole Meetings held January 9, 2017 and March 14, 2016.
  - Report from the Advisory Design Panel dated September 9, 2015.
  - Built Green Mission Statement dated received June 1, 2015.
  - Stormwater Management Statement dated received June 1, 2015.
  - Stormwater Management Plan dated May 25, 2015.
  - Tree Assessment dated September 29, 2015.
  - Letter from the Gordon Head Residential Association dated October 22, 2015.
  - 265 letters from residents.

**APPLICANT:**

D. Strongitharm, City Spaces Consulting Ltd., Applicant Representative; David Cooper, Chair of the Board, Mt. Doug Housing Society; Gayle Karen, Manager, Mt. Doug Housing Society; and Barry Cosgrave, Number 10 Architecture Group, Applicant; highlighted the proposal and stated:

- The proposal is to develop an affordable senior's independent rental housing project, which is in high demand and critically needed within the region.
- The project would be owned and operated by the Mt. Doug Seniors Housing Society, who have managed the seniors housing currently on site for over 40 years.
- The Mt. Doug Seniors Housing Society mission for over four decades is to provide affordable housing for independent seniors in a comfortable, safe and caring environment. This commitment has been recently confirmed through a Housing Agreement which will be registered on the property that restricts its use to only affordable, independent rental housing for seniors.
- Residents appreciate the safety and security offered by on-site, 24-hour staffing at Mt. Doug Court.

- Although a waiting list is common, the screening and selection process for potential residents is equitable and extensive. Reference and credit checks, income screening and a personal interview are undertaken to ensure a safe, secure, good neighbour environment.
- Over the past 40 years single family dwellings have been developed and now surround the subject property, this has created a diverse, multi-generational community from which all residents can benefit.
- The proposal has been significantly modified in response to neighbourhood concerns received through the open houses, community and individual meetings. Over 22 meaningful modifications to the original plans have been made to the project which has produced a better proposal and one that would be a benefit to the neighbourhood and community on the whole.
- The revised number of 84 proposed units results in a very small footprint in relation to the size of the subject site and will therefore have a limited impact on the area.
- The enhanced landscape plan, rain garden, community gardens and perimeter pathways will further mitigate concerns regarding the three-storey, building. The significant setbacks and reductions to floor space and heights significantly reduces impacts.
- \$50,000 will be provided for future improvements to Arrow Road.
- This project is supported by Saanich land use policies, is close to amenities and meets Official Community Plan (OCP) objectives and policies and is committed to be built to BUILT GREEN™ energy efficiency standards.
- A two-storey proposal would not be fiscally achievable and would result in rent prices that could no longer be classified as affordable by the Canadian Mortgage and Housing Corporation (CMHC).
- A three-storey building set further back on the site has less visual impact than a two-storey building as its mass is less apparent to the visual cone and allows for more prolific landscaping opportunities.

**PUBLIC INPUT:**

D. Melnick, Bel Nor Place, stated:

- Mixed messages and conflicting information has resulted in a feeling of mistrust toward the developer.
- There is resident support for a two-storey building proposal.
- While he supports affordable housing for seniors it should not be at the expense of his community and neighbourhood.

D. Moore, Arrow Road, stated:

- He has experienced the need for safe and secure housing.
- Saanich needs to keep their seniors and disabled cared for, all of us as a community should be willing to make sacrifices to ensure that happens.

S. Yarmie, Oakwinds Street, stated:

- Existing traffic issues would only worsen if the proposal is approved.

C. Poirier-Skelton, President, Gordon Head Residents Association, stated:

- The Gordon Head neighbourhood needs non-profit seniors housing; additional units at the current site is appropriate as long as there are improvements to Arrow Road. The District of Saanich should share in the road improvement costs.

- The revised site plan and proposed building design improve upon the original application; however, underground parking would be preferred.

B. Young, Arrow Road, stated:

- The proposal is not compliant with the Shelbourne Valley Action Plan (SVAP) or the Local Area Plan (LAP).
- While not opposed to affordable housing for seniors; the three-storey design is not supportable.
- Arrow Road is not sufficient for a development of this size and has many safety concerns. Adding traffic would increase existing dangers.

L. Carson, Mt. Doug Court, stated:

- She has resided at Mt. Doug Court for five years; the residence means a great deal to the seniors who live there.
- The relationship between the neighbourhood and the residents of Mt. Doug Court is disconnected; a willingness to engage in mutual respect and a sharing of the community should be encouraged.
- Mt. Doug Court is a happy, quiet, and well-run building, and is a safe, affordable forever-home for many of its residents.

B. Cheedle, Lochside Drive, stated:

- The measure of our society can be seen in how we regard all of its members.
- A two-storey building is not economical and is impractical; densification should always be considered when near to transit and amenities.

L. Russell, Bel Nor Place, stated:

- Those in favour of this proposal do not live in the neighbourhood.
- All proposals should be in line with approved guidelines.

B. Mueller, Arrow Road, stated:

- While invasive construction and additional traffic may be concerning to neighbours, helping members of our community who are in need should outweigh those concerns.
- Many seniors feel abandoned; we should exercise tolerance when it comes to protecting a demographic who are in danger.

D. Bujet, Bel Nor Place, stated:

- While in support of additional units on the subject site, she is not in support of a three-storey building; zoning regulations should not be adjusted to accommodate the applicant at the expense of the neighbourhood.
- The proposal is too intrusive to neighbouring single family dwellings.

D. Childs, Arrow Road, stated:

- Affordable housing is desperately needed; the challenges of change are a part of life.

S. Christie, Arrow Road, stated:

- She has lived at Mt. Doug Court for three years and is grateful for the support and sense of home and community she experiences there.

B. Cameron, Quiver Place, stated:

- While an aging population deserves affordable housing; development should comply with the character of the neighbourhood it is proposed within.

- The excessive number of new residents would negatively affect the safety and traffic levels of the community. A two-storey building is preferred.

N. Hutkin, Arrow Road, stated:

- She is very grateful to live at Mt. Doug Court.
- Inconvenience can be tolerated for a worthy cause; many seniors are on waiting lists for affordable housing.

A. Birch, Livingstone Close, stated:

- The modifications made to the proposal due to neighbour concerns are extensive and appreciated.
- The existing traffic and safety issues regarding Arrow Road are not the cause of this proposal; however, they should be addressed.

G. Hinton, Lochside Drive, stated:

- Saanich should maintain and expand the development of inter-generational, healthy communities in which citizens of all ages can expect to live with respect and dignity.
- Mt. Doug Court is a home environment with important and necessary services and amenities nearby.
- The three-storey proposal is the only cost-effective solution considering economies of scale; it a significant financial commitment.

D. Stefanson, Arrow Road, stated:

- Infill densification is required to support residential growth which protects our community assets and encourages further investment.
- The centralized location close to amenities is necessary for independent senior living.
- This would be an appropriate and vibrant addition to his community; he is excited at the honour and privilege of welcoming more seniors to this neighbourhood.

K. Mueller, Arrow Road, stated:

- As an outreach social worker for a non-profit organization she often works with seniors and adults with disabilities who live independently and below the poverty line.
- Mt. Doug Court applicants do not have to go through the BC Housing waitlist, which can result in years of waiting for affordable and safe housing for seniors. We desperately need affordable housing for this demographic.

D. Mattison, Bel Nor Place, stated:

- While he recognizes the need for affordable seniors housing, he is not in support of this proposal as it will create an undesirable precedent. A two-storey building would be a better fit to the neighbourhood.

M. Buckland, Quiver Place, stated:

- The revised site plan and proposed building design improve upon the original application; however, underground parking would be preferred.
- Enjoyment of her property and the character of the neighbourhood will be adversely affected.
- While not opposed to affordable housing for seniors, the three-storey proposal is not supportable.

B. Geddes, Quiver Place, stated:

- Infill has to be sensitive to existing neighbours; an appropriate design could provide affordable seniors housing and be in harmony with the community.
- The three-storey proposal is not acceptable to the neighbourhood as evidenced by the petition signed by 149 residents.

W. Weicker, Quiver Place, stated:

- The proposed density is out of scale with the surrounding neighbourhood.
- The LAP and the not yet adopted SVAP should be considered when Council deliberates this proposal.

C. Gregg, Bel Nor Place, stated:

- Additional affordable housing on the subject site is supportable; however, three storeys is too dense and would set an unwelcome precedent.
- Community and planning guidelines and principles should be adhered to.
- Arrow Road is inadequate for the existing community, additional residents would only increase the traffic issues and dangers.

M. Wilson, Hopesmore Drive, stated:

- The preservation of neighbourhood character should be contemplated when considering densification.
- There is a consensus of approval for a two-storey building.

**Motion:**

**COUNCIL DELIBERATIONS:**

**MOVED by Councillor Derman and Seconded by Councillor Haynes:**

**“That:**

- 1. Zoning Bylaw, 2003, be amended to include a new Zone CD-5AH (Comprehensive Development Affordable Housing);**
- 2. The application to rezone from Zone RA-1 (Apartment) to Zone CD-5AH (Comprehensive Development Affordable Housing) be approved;**
- 3. Final Reading of the new zone, the Zoning Amendment Bylaw and ratification of the Development Permit be withheld pending:**
  - a) payment of \$50,000 to the District of Saanich for Arrow Road improvements**
  - b) registration of a Housing Agreement securing that the property would only be developed for affordable seniors independent rental housing; and**
  - c) registration of a covenant requiring that the new dwelling be constructed to the BUILT GREEN™ Gold, or equivalent energy efficiency standard.”**

Councillor Derman stated:

- He appreciates the time and effort made by all members of the public who presented.
- This is a unique situation as the use is long established on the property while a neighbourhood grew around it.
- The proposal has been improved significantly and there is a chronic and dire need for affordable housing.
- The two-story option would result in the loss of setbacks, green space and garden plots and does not make sense.

Councillor Haynes stated:

- Meaningful improvements have been made to the proposal and a sincere effort was made to ascertain if the two-storey proposal would work.
- He appreciates the hard work completed by neighbourhood residents.
- Senior citizens have given a lot to their communities, there is a vital need for affordable housing for low-income and vulnerable seniors.

Councillor Wergeland stated:

- He appreciates the efforts made the residents of the neighbourhood.
- Quality of life can be improved by the inclusion of all into a community.

Councillor Brice stated:

- While there is a relatively small difference in what separates those in favour of this proposal and those opposed, a consensus cannot be reached.
- Three-storeys can be defined as low-rise and the financial numbers make it a viable proposal.
- Mt. Doug Seniors Society does valuable work in the community and will continue to do so for years to come.
- Significant improvements have been made to the proposal based on resident concerns.

Councillor Sanders stated:

- She is impressed with the passion and work undertaken by the neighbourhood.
- It is concerning that Council and members of the public spend so much valuable time on guiding plans and then deal with applications that are out of contrast with those plans.
- It is the wrong location for additional height and is unsupportable.

**MOVED by Councillor Murdock and Seconded by Councillor Haynes:  
"That the meeting continue past 11:00 p.m."**

**CARRIED**

Councillor Murdock stated:

- He is appreciative of the extraordinary work and quality of analysis undertaken by the neighbourhood residents.
- Balancing two competing ideologies is often a difficult result of decision making.
- While the proponent made efforts to work with neighbour concerns by making meaningful adjustments; he is not convinced that two storeys would be an improvement.

Councillor Brownoff stated:

- There have been a number of significant changes to the proposal based on neighbourhood concerns and a Housing Agreement is now required.
- Providing housing for those in need can result in an integration of various income levels and housing types in neighbourhoods.
- Neighbourhood inclusion and participation with all members should be encouraged.
- Infrastructure costs need to be controlled and densification is one way to do accomplish that.

- This is an appropriate proposal for the site and she is supportive.

Councillor Plant stated:

- He appreciates all input and acknowledges this is a difficult decision.
- There are seniors in need and the proposed density will not adversely affect the neighbourhood in a significant way.

Mayor Atwell stated:

- He has listened carefully to concerns; when making decisions on applications the good of the community needs to be weighed against what is good for the neighbourhood.
- It is clear there is a dire shortage of available affordable housing and, in a sense, this property and its use have been grandfathered into the neighbourhood.
- While Arrow Road is in need of improvements it is likely the neighbourhood can absorb this proposal without significant issues. Human need and related compassion has to factor in on decisions such as these.

**The Motion was then Put and CARRIED  
Councillor Sanders OPPOSED**

“ZONING BYLAW, 2003, AMENDMENT BYLAW, 2017, No. 9415”  
Second and Third Readings

**MOVED by Councillor Wergeland and Seconded by Councillor Brownoff:  
“That Bylaw No. 9415 be read a second time.”**

**CARRIED  
Councillor Sanders OPPOSED**

**MOVED by Councillor Plant and Seconded by Councillor Haynes: “That  
Bylaw No. 9415 be now passed.”**

**CARRIED  
Councillor Sanders OPPOSED**

“ZONING BYLAW, 2003, AMENDMENT BYLAW, 2017, No. 9416”  
Second and Third Readings

**MOVED by Councillor Derman and Seconded by Councillor Haynes:  
“That Bylaw No. 9416 be read a second time.”**

**CARRIED  
Councillor Sanders OPPOSED**

**MOVED by Councillor Derman and Seconded by Councillor Haynes:  
“That Bylaw No. 9416 be now passed.”**

**CARRIED  
Councillor Sanders OPPOSED**



**MOVED by Councillor Derman and Seconded by Councillor Plant: "That it be recommended that Council approve and issue Development Permit DPR00614 on Lot A, Section 56, Victoria District, Plan 23817, Except Part in Plan 27015 (1550 Arrow Road)."**

**CARRIED  
Councillor Sanders OPPOSED**

"HOUSING AGREEMENT AUTHORIZATION BYLAW (1550 ARROW ROAD), 2017, No. 9417"

First, Second and Third Readings

**MOVED by Councillor Brownoff and Seconded by Councillor Derman: "That Bylaw No. 9417 be read a first time."**

**CARRIED  
Councillor Sanders OPPOSED**

**MOVED by Councillor Brownoff and Seconded by Councillor Derman: "That Bylaw No. 9417 be read a second time."**

**CARRIED  
Councillor Sanders OPPOSED**

**MOVED by Councillor Plant and Seconded by Councillor Brownoff: "That Bylaw No. 9417 be now passed."**

**CARRIED  
Councillor Sanders OPPOSED**

Adjournment      On a motion from Councillor Plant, the meeting adjourned at 11:27 p.m.

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MAYOR

I hereby certify these Minutes are accurate.

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MUNICIPAL CLERK